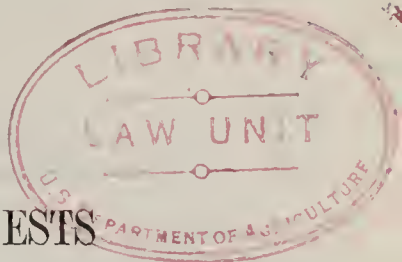


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NATIONAL FORESTS—MULTIPLE USE AND SUSTAINED YIELD

HEARINGS
BEFORE THE
SUBCOMMITTEE ON FORESTS
OF THE
COMMITTEE ON AGRICULTURE
HOUSE OF REPRESENTATIVES
EIGHTY-SIXTH CONGRESS
SECOND SESSION
ON
H.R. 10572



SIMILAR BILLS: H.R. 10465, H.R. 10600, H.R. 10620, H.R. 10707, H.R. 10708, H.R. 10709, H.R. 10710, H.R. 10711, H.R. 10712, H.R. 10713, H.R. 10714, H.R. 10715, H.R. 10716, H.R. 10717, H.R. 10718, H.R. 10719, H.R. 10720, H.R. 10721, H.R. 10722, H.R. 10723, H.R. 10724, H.R. 10725, H.R. 10726, H.R. 10727, H.R. 10754, H.R. 10763, H.R. 10773, H.R. 10775, H.R. 10776, H.R. 10778, H.R. 10780, H.R. 10783, H.R. 10818, H.R. 10819, H.R. 10825, H.R. 10826, H.R. 10858, H.R. 10882, H.R. 10899, H.R. 10953, H.R. 11005, H.R. 11103, H.R. 11119, H.R. 11145, H.R. 11180, H.R. 11194, H.R. 11196, H.R. 11210, H.R. 11253, H.R. 11301, AND H.R. 11406

MARCH 16 AND 18, 1960

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NATIONAL FORESTS—MULTIPLE USE AND SUSTAINED YIELD

WEDNESDAY, MARCH 16, 1960

HOUSE OF REPRESENTATIVES,
SUBCOMMITTEE ON FORESTS
OF THE COMMITTEE ON AGRICULTURE,
Washington, D.C.

The subcommittee met at 10 a.m., pursuant to notice, in room 1310, New House Office Building, Hon. George M. Grant (chairman of the subcommittee) presiding.

Present: Representatives Cooley, Grant (presiding), McMillan, Johnson (Wisconsin), Matthews, Jennings, McIntire, Dixon, Teague (California), and Mrs. May.

Also present: Representatives Abbitt, Hagen, Short, and Pirnie.

Also: Christine S. Gallagher, clerk; and Hyde H. Murray, assistant clerk.

Mr. GRANT (presiding). The subcommittee will come to order, please.

We have met this morning to consider a series of bills to authorize and direct that the national forests will be managed under principles of multiple use and to produce a standard yield of products and services, and for other purposes.

(H.R. 10572 and the letter dated February 5, 1960, from the Department of Agriculture are as follows:)

[H.R. 10572, 86th Cong., 2d sess.]

A BILL To authorize and direct that the national forests be managed under principles of multiple use and to produce a sustained yield of products and services, and for other purposes

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That it is the policy of the Congress that the national forests are established and shall be administered for outdoor recreation, range, timber, watershed, and wildlife and fish purposes. Nothing herein shall be construed to affect the authority of the Secretary of the Interior provided by law with respect to mineral resources.

SEC. 2. The Secretary of Agriculture is authorized and directed to develop and administer the renewable surface resources of the national forest for multiple use and sustained yield of the several products and services obtained therefrom. In the administration of the national forests due consideration shall be given to the relative values of the various resources in particular areas.

SEC. 3. In the effectuation of this Act the Secretary of Agriculture is authorized to cooperate with interested State and local governmental agencies and others in the development and management of the national forests.

DEPARTMENT OF AGRICULTURE,
Washington, D.C., February 5, 1960.

The SPEAKER,
House of Representatives.

DEAR MR. SPEAKER: There is transmitted herewith for consideration of the Congress a draft bill to authorize and direct that the national forests be managed under principles of multiple use and to produce a sustained yield of products and services, and for other purposes.

This Department recommends enactment of the draft bill.

The recommended bill would direct the Secretary of Agriculture to administer the national forests for multiple use and sustained yield of their several products and services. It would recognize that the national forests provide watershed, timber, range, outdoor recreation, and fish and wildlife values, and would declare that it is the policy of the Congress that the national forests are established and are to be administered for such purposes. The Secretary of Agriculture would be further authorized to cooperate with State and local agencies in national-forest development.

The national forests of the United States are invaluable national assets, consisting of forest and range lands and high mountain watersheds occurring in 41 States and Puerto Rico. There are 181 million acres of national-forest land grouped into 151 national forests.

The national forests yield water, timber, forage, recreation, game, and other wildlife. The timber, forage, and land alone are appraised at well over \$7 billion. More than half of the commercial forest land in the west occurs on the national forests. One-third of the Nation's big game is found within their boundaries. One-fifth of the Nation's sheep and one-eighth of the Nation's cattle graze national-forest ranges.

Many millions of people seek the national forests each year for rest, relaxation, and spiritual uplift. Recreationwise, the national forests are increasing in importance because of more leisure time, greater mobility of the average family, increased accessibility of the national forests, and the relatively low cost of a national-forest vacation.

National forests are major sources of water for 1,800 towns and cities, including major western metropolitan areas. Over 600 hydroelectrical developments depend on the national forests for water. They will continue their indispensable role as regulators of the kind and amount of fresh water available to our people.

Current annual national-forest revenues are about \$120 million, of which the States and counties receive one-fourth.

In March 1959, Secretary Benson transmitted to you and the President of the Senate, a program for the national forests, embracing all of the renewable resources of the national-forest system, and outlining both an interim program for the next 10 to 15 years, as well as long-range objectives for the next 40 years. That report indicated that legislative authorities for the recommended national-forest program were generally adequate, but that supplemental legislation would be proposed as the need arose. The draft bill recommended herein falls in that category. It would contribute significantly to the achievement of national-forest program objectives, would help to assure the balanced development and use of national-forest resources, and would prevent their possible future overutilization as a result of economic and single-interest pressures.

The draft bill, if enacted, would be major legislation insofar as the objectives and purposes of the national forests are concerned.

The bill would do the following significant things—

1. Direct that the national forests be administered for sustained yield of their several products and services.
2. Direct that they be developed under multiple-use principles, and declare a congressional policy that they are established and shall be administered for watershed, timber, range, outdoor recreation, and fish and wildlife values.
3. Authorize cooperation with other groups in national-forest development.

The national forests have long been administered under the policies of multiple use and sustained yield. The Department does not believe there is any question as to its authority to so manage the national forests, and the recommendation that this draft bill be enacted should not be so construed.

The act of June 4, 1897 (30 Stat. 35), specifies that one of the purposes for which national forests are established is to furnish a continuous supply of timber. That act also provides that the Secretary regulate their occupancy and use, and preserve the forests thereon from destruction.

In line with the above, the regulations of the Secretary of Agriculture (36 CFR 221.3) direct that "management plans for national forest timber resources shall * * * be based on the principle of sustained yield * * *." Within the framework of this regulation, the Forest Service manual defines the principle of sustained yield and states "the policy is to manage each national forest working circle so that it will produce the maximum sustained yield of the products it is best suited to grow." This has been the guiding conservation principle under which national forest timber resources have been managed for years. We feel the principle to be highly desirable and certainly within the framework of applicable statutory provisions.

However, other than the above and the sustained yield unit act of 1944 (58 Stat. 132), which is of limited and local application, there is no specific statutory recognition or directive to administer national forest resources on a sustained-yield basis. Furthermore, the references above cited relate only to timber, whereas all of the renewable resources of the national forests should be, and are being, administered under sustained-yield principles. In addition, in 1958 during congressional consideration of S. 3051 relating to the Klamath Indian Reservation, the language in the 1897 act to "furnish a continuous supply of timber" was suggested by some to be less impelling than sustained yield.

In summary, we are strongly of the opinion that the Secretary of Agriculture should be directed to administer the national forests for sustained yield of its several products and services because: (a) this would give specific statutory recognition to sustained yield as a desirable principle of management; (b) it would apply the concept of sustained yield not only to timber, but also to the other renewable national forest resources; and (c) such legislation would protect national forest resources from possible overutilization in the future as a result of economic pressures or those of single-interest groups.

With respect to the provisions for multiple use in the draft bill, there exists at the present time no specific statutory provision for multiple use national forest management. Two of the several national forest resources, namely water and timber, are named in the act of June 4, 1897, as purposes for which the national forests shall be established. The utilization of national forest grazing resources by livestock is specifically recognized in several sections of the act of April 24, 1950 (64 Stat. 82), as well as in Supreme Court decisions and numerous appropriation acts. The authority to administer recreation and wildlife habitat resources of the national forests has been recognized in numerous appropriation acts and comes from the authority contained in the act of June 4, 1897, to regulate the "occupancy and use" of the national forests.

On February 1, 1905, the same day that the President signed the act transferring the then forest reserves (now national forests) from the Department of the Interior to the Department of Agriculture, the Secretary of Agriculture by letter directed the Forest Service to administer the lands for "permanent use," for "permanent good of the whole people," and for "permanence of the resources." This directive mentioned the water, wood, and forage resources, and directed that questions of policy should be decided from the standpoint of "the greatest good of the greatest number in the long run." The secretarial directive of 1905 by its references to several resources, to permanence, to use, and to good of the whole people, and by the use of the phrase last cited, laid the groundwork and was the genesis, for both the sustained-yield and multiple-use policies which have been followed for so many years.

Nevertheless, we believe it to be timely and highly desirable to have a statutory recognition of the multiple-use objectives of the national forests, and to have each of the five major renewable resources referred to specifically and in the same statute as is done in the draft bill.

The order in which the resources or uses are enumerated in the bill is merely alphabetical and has no significance insofar as the relative priority of one resource to another. One of the basic concepts of multiple use is that all of the named resources in general are of equal priority, but the relative values of the various resources on particular or localized areas, and viewed in the broadest public sense, will be considered in the administrative application of management plans.

Statutory recognition of multiple use would serve not only to recognize each of the resources named in the bill, but also as a protection against advocates of single use. With the growing value of national forest resources, their accelerated use, and increased accessibility, the pressures for single use of specific national forest areas are growing tremendously.

The authority contained in the bill to cooperate with State and local governmental agencies and others in development of the national forests would not be new authority. There are several authorities under which the Department now cooperates in such development, including the act of March 4, 1913 (37 Stat. 828, 843; 16 U.S.C. 501), the act of June 30, 1914 (38 Stat. 415, 430; 16 U.S.C. 498), and section 205 of title 23 of the United States Code. Cooperation with such State and local agencies has been underway for many years on many national forests and in many ways. Inclusion of such language in the draft legislation would be a statement of congressional policy urging even more cooperation in the future, and would be in accord with the general policy of the administration to encourage the development of publicly owned national resources in collaboration with non-Federal public agencies. It would not supersede existing cooperative authority.

Enactment of this legislation would not increase costs of managing or developing the national forests. It would help to assure attainment of the long-range national forest objectives described in the program for the national forests referred to above.

A similar letter is being sent to the President of the Senate.

The Bureau of the Budget advises that there is no objection to the submission of the proposed legislation to the Congress for its consideration.

Sincerely yours,

E. L. PETERSON, *Acting Secretary.*

A BILL To authorize and direct that the national forests be managed under principle of multiple use and to produce a sustained yield of products and services and for other purposes

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That it is the policy of the Congress that the national forests are established and shall be administered for outdoor recreation, range, timber, watershed, and wildlife and fish purposes. Nothing herein shall be construed to affect the authority of the Secretary of the Interior provided by law with respect to mineral resources.

SEC. 2. The Secretary of Agriculture is authorized and directed to develop and administer the renewable surface resources of the national forests for multiple use and sustained yield of the several products and services obtained therefrom. In the administration of the national forests due consideration shall be given to the relative values of the various resources in particular areas.

SEC. 3. In the effectuation of this Act the Secretary of Agriculture is authorized to cooperate with interested State and local governmental agencies and others in the development and management of the national forests.

(Similar bills and authors are as follows: H.R. 10465, Mr. Staggers; H.R. 10572, Mr. Grant; H.R. 10600, Mr. McIntire; H.R. 10620, Mr. McMillan; H.R. 10707, Mr. Abbitt; H.R. 10708, Mr. Bennett of Michigan; H.R. 10709, Mr. Dague; H.R. 10710, Mr. Gavin; H.R. 10711, Mr. Horan; H.R. 10712, Mr. Johnson of California; H.R. 10713, Mr. Jonas; H.R. 10714, Mr. Lane; H.R. 10715, Mr. Lennon; H.R. 10716, Mrs. May; H.R. 10717, Mr. Merrow; H.R. 10718, Mr. Metcalf; H.R. 10719, Mr. Ostertag; H.R. 10720, Mr. Pirnie; H.R. 10721, Mr. Price; H.R. 10722, Mr. Riley; H.R. 10723, Mr. Roberts; H.R. 10724, Mr. Sikes; H.R. 10725, Mr. Siler; H.R. 10726, Mr. Smith of Kansas; H.R. 10727, Mr. Taylor; H.R. 10754, Mr. Hechler; H.R. 10763, Mr. Mack of Washington; H.R. 10773, Mr. Rogers of Colorado; H.R. 10775, Mr. Thomson of Wyoming; H.R. 10776, Mr. Van Pelt; H.R. 10778, Mr. Westland; H.R. 10780, Mr. Dixon; H.R. 10783, Mr. Rivers of Alaska; H.R. 10818, Mr. Jennings; H.R. 10819, Mr. Kitchin; H.R. 10825, Mr. Teague of California; H.R. 10826, Mr. Van Zandt; H.R. 10858, Mr. Matthews; H.R. 10882, Mr. Elliott; H.R. 10899, Mr.

Whitten; H.R. 10953, Mr. Andersen of Minnesota; H.R. 11005, Mr. Brooks of Texas; H.R. 11103, Mr. Tollefson; H.R. 11119, Mr. Landrum; H.R. 11145, Mr. Rhodes of Arizona; H.R. 11180, Mr. Gray; H.R. 11194, Mr. Colmer; H.R. 11196, Mr. Dorn; H.R. 11210, Mr. Johnson of Wisconsin; H.R. 11253, Mr. Miller of California; H.R. 11301, Mr. Boykin; and H.R. 11406, Mr. Langen.)

Mr. GRANT. A number of Members of Congress are present here this morning. We will attempt to accommodate them first, if we can, because they have other important committee meetings to attend.

Mr. DIXON. In order to save time, I ask unanimous consent to put my statement into the record at this point.

Mr. GRANT. Without objection, that will be done. It will be inserted in the record at this point, as though read.

**STATEMENT OF HON. HENRY ALDOUS DIXON, A REPRESENTATIVE
IN CONGRESS FROM THE FIRST CONGRESSIONAL DISTRICT OF
THE STATE OF UTAH**

Mr. DIXON. Mr. Chairman, as a member of the Forestry Subcommittee, I have introduced H.R. 10780 as a companion bill to Chairman Grant's bill, H.R. 10572, which we are considering today. I believe this proposed legislation is so important to the future welfare of our national forest system that I want briefly to discuss its purpose and necessity.

My remarks are based on a longtime intimate knowledge of the national forests in Utah and the West. I have hiked over mountain trails, hunted and fished, observed timber cutting and range use, watched watershed activities, and recognized the impacts of recreational use on many national forests. Many hours have been spent in the discussion of Forest Service management policies with Forest Service men in the field and in their offices.

Consequently, the principles of multiple-use management and sustained yield as stated in these bills are not new ideas to me. They are very real and mean a lot of things.

Some may ask why a multiple-use bill is necessary in view of the fact that the Forest Service is already charged with national forest management of this type.

It is true that the resources mentioned in the bills under consideration have been recognized by the Congress and the Forest Service for over 50 years. Statutory recognition for the multiple-use policies and principles of management goes back to the act of June 4, 1897.

Subsequent acts of Congress and regulations of the Secretary of Agriculture have run the gamut of all the renewable resources on the national forests. They have provided, without question, the authority to manage these resources for multiple purposes. To reaffirm and clearly state this policy so that there will be no question as to the management of the national forests in the future is the basic reason for introducing these bills.

I reiterate that we in the Congress do not question now the various authorities under which the Secretary of Agriculture and the Forest Service administer the national forests for multiple purposes. These bills indicate the need for further assurance, through statutory recog-

dition, that multiple-use and sustained-yield principles of management are what the Congress expects as a management policy for these valuable properties in the years ahead.

Utah is the ninth highest State in national-forest acreage. The utilization and management of our 7.8 million acres of national-forest lands in Utah demonstrates the meaning of multiple use. The facts which follow clearly refute any arguments that our national forests should set aside for any single use—to the exclusion of the many other uses, products and services they provide.

Last fiscal year in Utah, there was an income of over \$611,000 from timber sales, grazing fees, water power and land utilization permits. Over \$384,000 was realized from the sale of forage for the 102,000 cattle and horses and the 429,000 sheep and goats that used the national-forest ranges under permit.

Here then are true resource uses which keep our sawmills and wood-products plants running and maintain ranching operations so vital to the economy of my State. Meat from livestock grazed on national-forest ranges is shipped to eastern markets and the national-forest ranges are therefore of more than just local importance.

Water that comes from the numerous national-forest watersheds in Utah is a priceless resource. Controlled, it is useful in agriculture and industry. Uncontrolled, it can cause great havoc to our communities. The watershed management is an essential part of the coordinated use of all the resources.

In calendar year 1959, 5.6 million persons visited the Utah national forests. This is seven times as many people as live in Utah. Many people stayed several days to camp, hunt, and fish.

A half million people used the national forests for winter sports. Over 60 percent of the people who visited the national forests came for outdoor recreation—picknicking with their friends and families.

By contrast, there were only 32,700 visits to the High Uintas Primitive Area. This wilderness-type area of 240,717 acres in the Ashley and Wasatch National Forests has been set aside under multiple-use policies of management—as an area best suited for the rugged type outdoor recreation that folks seek on these underdeveloped areas.

There were 108,000 man-days of use which meant the visitors stayed on the average of over 3 days. However, only a small percentage of the folks who visited the national forests for outdoor recreation used this wilderness-type area.

In closing, I want it to be clearly understood that my constituents in Utah favor the development and management of the national forests under these tried and workable policies of multiple use and sustained yield. The benefits of the national forests belong to all our people. We favor legislation that prevents any small user group from completely dominating or withdrawing from use any segment of the multiple resources of these forests. Therefore, range, timber, water, wildlife and outdoor recreation, with wilderness use included, are all uses to be considered and properly coordinated under multiple-use management. We are strong in our convictions—we want to see the principles of multiple-use management of our national forests made more secure. Our support for this proposed legislation is strong indeed. Thank you.

I have received letters from several people in Utah urging my active support for this legislation in order to prevent vast new areas of forest land from being taken out of productive multiple use and put into a deep freeze. Some of the people who have written me recently, include:

Lloyd L. Cullimore, mayor of Provo; E. Earl Udall, city manager of Provo; Byrd N. Pearson, president of Utah Valley Wildlife Federation in Provo; Gus P. Backman, secretary of the Five County Organization; Jack Allshouse, president of the Utah Wildlife Federation, and Mark Anderson, who has spent a number of years on forest range surveys working from the Yellowstone country to the Kaibab plateau.

Thank you, again.

Mr. GRANT. Thank you so much.

Our next witness is Congressman Sikes, and we will be glad to hear from you, Mr. Sikes.

STATEMENT OF HON. ROBERT L. F. SIKES, A REPRESENTATIVE IN CONGRESS FROM THE THIRD CONGRESSIONAL DISTRICT OF THE STATE OF FLORIDA

Mr. SIKES. Mr. Chairman and members of the Subcommittee on Forestry, I appear in support of the chairman's bill and the other bills which have been introduced to insure the multiple use of the Nation's forestry reserves.

I think that most of us have now come to realize the essentiality of a sound and functional forestry program.

We are making significant progress in that direction.

The future economy of the Nation may be tied more closely to our forestry resources than to any other one resource.

I am very glad to see the subcommittee initiate this action to secure congressional approval of a measure which will help to make it possible for us to enjoy the best use of our forests in the years that are ahead.

I would like to file a statement, Mr. Chairman, in support of this measure. And if the chairman will permit me to do so, I will not spend more time. I do not want to do that; however I would like to take a few moments to say to the subcommittee and to the Congress, Mr. Chairman, that I, personally, appreciate the outstanding work with the chairman of this committee, that he has done in the field of forestry and in the field of agriculture.

The chairman of this subcommittee has been a leader among those of us who have recognized the great importance of our forests in the South. He has given time tirelessly. He has given his efforts year after year. I think that we should be sure that we recognize the great service that he has given in this very important field. I do not know anyone who has year after year done more to help to insure a sound forestry program than has Congressman Grant, and I want the record to show my appreciation for his efforts.

His own great State of Alabama is particularly fortunate in having enjoyed the benefits of his work. I think forestry has grown in that important State, as it has elsewhere in the United States, as the result of the work done by Mr. Grant of this subcommittee.

Mr. DIXON. Mr. Chairman, I should like to join my colleague in what he has said to the credit of our chairman. Our chairman has been through all of the West and he has seen the situation at firsthand. Therefore, we appreciate and respect his leadership.

Mr. SIKES. Thank you. I thoroughly subscribe to what you have said. We all appreciate the fine work he has done.

Mr. GRANT. Thank you very much. I am certain after those kind words that we will have a better time.

Without objection, your statement will be included in the record at this point.

(The statement of Hon. Robert L. F. Sikes follows:)

STATEMENT OF HON. ROBERT L. F. SIKES, A REPRESENTATIVE IN CONGRESS FROM
THE THIRD DISTRICT OF THE STATE OF FLORIDA

Mr. Chairman and members of the Subcommittee on Forestry, I welcome this opportunity to say a few words in support of the bills under consideration today.

While my chief interest in forestry matters over the years has been in securing adequate appropriations for the full development of our forests throughout the United States, I realize that legislation of the organic or policy type is sometimes necessary to assure that the forest management job will be geared to the needs of our "space-age" environment and economy.

Our people no longer see our forests as just acres of trees, many products and uses of no consequence a few decades ago, now demand the attention of forest managers.

Our three national forests in Florida are good examples of the many products forests can provide when handled under the basic-use policies stated in Chairman Grant's bill and in my companion bill H.R. 10724.

I will not burden this committee with a long discussion of the value of the national forests as sources of timber, water, forage, wildlife, and naval stores. All of you have great forested areas in your States. All of you know of the pressures for recreation, wilderness, and park use. All of you know that our national forest resources must be protected from indiscriminate use resulting from the impact of pressure groups for a single use or overutilization for industrial products.

Since the turn of the century, Congress and the U.S. Forest Service have done a remarkable job in the evolution of a coordinated policy of managing the various forests resources for the good of our people. There is no question about existing authority, both legislative and regulatory, to manage the national forests for a sustained yield of products and services under multiple-use principles. It is time, however, to restate these basic concepts of good resource husbandry in a clear concise manner. Mr. Chairman, the bills under consideration do just this.

I believe this is must legislation as we enter a decade of development that will place unprecedented demands on our natural resources. Favorable consideration of this multiple-use bill will be a big step ahead in firming up the foundation on which the "Program for the National Forests," which your committee so thoroughly and ably considered last year, is based.

Thank you.

Mr. ABBITT. I, too, would like to associate myself with the statement made by our colleague from Utah regarding the chairman of this subcommittee. I know that he has been very active not only in his own State but in all of the country in the interests of this subject that has meant so much for the agriculture of the Nation. I commend him for his splendid work.

I should like to receive permission to insert in the record a statement by Congressman Burr P. Harrison of Virginia, who is a member of the Ways and Means Committee.

Mr. GRANT. Without objection, it will be made a part of the record at this point. Thank you very much for your statement.

(The statement of the Honorable Burr P. Harrison of Virginia, follows:)

STATEMENT OF HON. BURR P. HARRISON, A REPRESENTATIVE IN CONGRESS
FROM THE STATE OF VIRGINIA

Mr. Chairman, it is a special privilege to appear before this distinguished committee, which continues to manifest its conscientious concern for the preservation and proper management of our great national forest resources.

The bulk of the George Washington National Forest and a lesser portion of the Jefferson National Forest lie in the Seventh Congressional District of Virginia, so it will be seen that we have a particular interest in the pending legislation.

I make no claims to expertise in the management of forests, Mr. Chairman, but I am here to testify in support of your bill, H.R. 10572, and the companion bills introduced by my Virginia colleagues, Mr. Jennings, a member of this subcommittee (H.R. 10818), and Mr. Abbitt, also a member of the Committee on Agriculture (H.R. 10707).

It seems no more than commonsense that our forest reserves in the public domain, which are not unlimited, be administered for maximum use—judicious withdrawal of the economic wealth of these lands; methodical replacement of the timber stands; due consideration of waterflow retardation, wildlife propagation, and public recreation.

I am glad to report that the pending legislation apparently meets with widespread approval in my congressional district. Conservation groups, garden clubs, and civic and business organizations have been among my correspondents of recent weeks writing in behalf of the multiple-use principle.

In adding, at this time an expression of my own conviction that multiple-use management of our national forest resources is in the public interest, Mr. Chairman, I express the hope that this committee, in its wise judgment, will approve the proposed restatement of policy now under consideration.

Mr. ABBITT. I would like to ask for unanimous consent to insert a statement of my own into the record.

Mr. GRANT. Without objection, that may be done.

(The statement of Hon. Watkins M. Abbitt follows:)

STATEMENT OF HON. WATKINS M. ABBITT, A REPRESENTATIVE IN CONGRESS
FROM THE FOURTH DISTRICT OF THE STATE OF VIRGINIA

Chairman Grant and colleagues on the Agriculture Committee, I am glad to see so many members of our committee and throughout the House interested in the bills which you are considering today. To me, there is no more timely subject than the multiple-use and sustained-yield management of the Nation's national forests.

Forestry and agriculture have been inseparable since the settlement of America. In fact, as early as 1608 the Jamestown Colony cut products from Virginia's forests for use at home and for export to England. From timber and naval stores, the use of our forests in Virginia, as in all other States, expanded until now a multitude of products and services are provided. Pulpwood for paper, veneer, posts, poles, piling, chemical wood, and lumber are needed in increasing amounts by our people. The early forests supplied game and fish as food for the settlers. Now these same forests are used by millions of sportsmen who hunt and fish for fun. The early forests that harbored Indians now have well-developed recreational areas where the intensity of use has skyrocketed in the past 10 years. All these uses and others that I have not mentioned are now taken for granted by our people.

H.R. 10572 and my companion bill, H.R. 10707, enumerate the principal uses for which our national forests in Virginia and elsewhere have been managed so wisely and well over the years. This proposed legislation merits our favorable support for the assurance it gives the American people that their national forests will continue to be managed in the most effective manner possible.

Mr. GRANT. And without objection, the Chair will insert into the record a statement by Mr. Everett T. Winter, executive vice president, Mississippi Valley Association, at this point.

(The prepared statement of Mr. Everett T. Winter is as follows:)

STATEMENT OF THE MISSISSIPPI VALLEY ASSOCIATION IN SUPPORT OF H.R. 10572
AND COMPANION BILLS

Mr. Chairman and members of the committee, my name is Everett T. Winter and I am executive vice president of the Mississippi Valley Association with headquarters in St. Louis. I am also a member of the Central States Forest Service Advisory Council.

The Mississippi Valley Association is a 40-year-old association of business, industry, and agriculture dedicated to the sound management and use of the natural resources of the 23 State Mississippi Valley; principally its water and soil resources and the products of field and forest grown in that great midcontinent area. At the association's 41st annual meeting held in St. Louis last month, more than 2,000 persons from 33 States renewed their pledge to the association's purposes and adopted a comprehensive program to implement those purposes.

Part of the 1960 platform adopted at that meeting has a direct bearing upon the legislation under consideration here today. Our statement on forestry reads as follows:

"We emphasize the importance of scientific multiple use management of all of our forest lands to flood and erosion control and to the overall national economy. Forest resources are renewable resources which can contribute much to the national requirements for economic and social advancement. We believe real conservation of our forest resources requires a policy of wise use as contrasted to one of preservation.

"We recommend a more foresighted policy of forestation, reforestation, insect and disease control and forest management. We recognize the need for adequately protecting all forest and range lands from damage by fire as basic to the full production of timber, forage, the control of erosion and water runoff. We urge that the States extend adequate fire protection to all lands in need of such protection. We endorse the principle of Federal-State cooperation in fire control.

"We recognize the full productivity of all forest lands is needed to meet the Nation's future wood requirements. Recent surveys show much of the potential production is on the woodlands of the Mississippi Valley. We urge that these lands receive scientific forest management at an accelerated rate. We endorse the principle of Federal-State cooperation in providing educational and technical assistance to the woodland owner. We encourage private ownership of forest and range land rather than substantial increases of Federal ownership. Forestry research by State agricultural colleges and the U.S. Forest Service should be expanded.

"We urge the full development of the national forests by implementing with adequate appropriations the 'Program for the National Forests' which was presented to Congress by the Secretary of Agriculture in 1959."

H.R. 10572 and other bills setting forth the same precepts will, in the opinion of the Mississippi Valley Association, assist materially in the full realization of the multiple use concept as it is applicable to our national forests.

The more than 180 million acres of national forests in 41 States makes it self-evident that Federal lands must continue to supply a substantial portion of this Nation's timber requirements. National forests contribute materially to the conservation of water, assist in providing downstream flood protection, supply many cities and towns with their water supplies and provide increasing amounts of recreational opportunities to our citizens. Their value to the future prosperity of this Nation is incalculable—but only if they are wisely managed for all their various multiple purposes. We believe that the legislation proposed here would make a significant contribution to balanced development and use of our national forest resources.

There was never more need for a balanced approach to the use of our national forests. Recently, we have seen single-purpose interests, who seek to have great tracts of our national forests set aside for complete nonuse, thus denying to the American economy all production from those areas. On the other hand, we see occasionally single-purpose interests who would, through overutilization of our Federal forest resources, deny to future generations the benefits of those timberlands as they stand today.

Neither of these concepts, we submit, is in the best interest of this Nation. Both are selfish. Both are inimical to the fullest development of the economy of this Nation, consistent with wise management of our natural resources. As stated in the Mississippi Valley Association's platform, "real conservation of our forest resources requires a policy of wise use as contrasted to one of preservation." To that might have been added "or overuse."

We recognize that the U.S. Forest Service makes every effort to administer our national forests under multiple-use, sustained-yield principles. This is particularly true in the cases of timber and water. However, the Secretary of Agriculture has stated that previous statutes are of limited application and do not recognize all of the services and products which our forests provide. The bill under consideration today would specifically enumerate those services and products and give statutory recognition to the national policy of administering all of them under the multiple-use, sustained-yield principle. This, we think, is desirable legislation.

There is another section of the bill which the Mississippi Valley Association believes to be singularly important. It is the section giving statutory blessing to cooperation between the Forest Service and State and local agencies and others. In this day of increasing centralization of governmental power in Washington it is refreshing to read proposed legislation which authorizes and encourages cooperation with State, local, and citizen groups. Too often such cooperation is impossible to attain for lack of specific congressional sanction.

The Forest Service has a serious obligation to work closely with the timber-connected industries who must rely on national forests for substantial portions of their lumber. In many cases, the very existence of such industries is based upon a cooperative attitude by the Forest Service. The same cooperative attitude must prevail with grazing interests and with local and State governmental agencies, all of whom have a very real stake in the timber, watershed, range, recreational, or fish and wildlife values of our forest preserves.

I might add that this same type cooperation should—and now does—exist between the Forest Service and the Mississippi Valley Association which is trying diligently to foster wise management and multiple-purpose use of these and other natural resources.

We heartily approve of legislative sanction of this type of cooperation.

For the foregoing reasons, the Mississippi Valley Association strongly favors enactment of the legislation before this committee today.

Respectfully submitted.

EVERETT T. WINTER,
Executive Vice President, Mississippi Valley Association.

Mr. GRANT. The Chair recognizes Mr. Gavin.

Mr. GAVIN. Mr. Chairman and members of the committee, I wonder if I might receive permission to insert my statement into the record at this point instead of taking your time and reading it.

Mr. GRANT. Without objection it may be inserted into the record.
(The statement of Hon. L. H. Gavin follows:)

STATEMENT OF HON. L. H. GAVIN, A REPRESENTATIVE IN CONGRESS FROM THE 23D CONGRESSIONAL DISTRICT OF THE STATE OF PENNSYLVANIA

Mr. Chairman, in May of last year I was pleased to appear before your committee in support of the long-range "Program for the National Forests" which you so ably considered. It is now underway, which is a tribute to your efforts and to the many others involved.

Again, today I appreciate this opportunity to appear in favor of proposed legislation that will help implement the national forest program. The clear-cut statutory recognition of the multiple-use policy of managing our great national forests as stated in the bills under consideration is timely and essential.

Since the days of Gifford Pinchot, the first Chief of the U.S. Forest Service, we in Pennsylvania have been interested in the complete development and careful management of these public properties. I have a personal interest because the Allegheny National Forest is in my district. The people of Pennsylvania and my constituents have a personal interest in this forest because it serves them well. In fact, it serves thousands of people outside our State—as a source of

forest products and a place for recreation. Last year upward of 1½ million people visited the forest to camp, picnic, and enjoy the scenic areas. Over one-quarter of these visitors came to the forest to hunt and fish.

I have watched watersheds of the Allegheny Forest, once denuded by heavy cutting, regenerated by the Forest Service so that they now produce steady flows of good water.

Through research we are finding new uses for trees once thought worthless. Pulpwood is cut from the forests to supply our mills. Logs for numerous saw-mills and woodworking industries are a valuable contribution to the economy of this area.

Recently a forest recreation research station was established at Warren, Pa., to study the impact of recreational use not only on the Allegheny but also on the other national forests in the East.

We in Pennsylvania are aware of and appreciate the many resources enjoyed by the users of the national forests throughout America. I have introduced H.R. 10710 as overt support for your chairman's bill and for the many similar bills introduced by my colleagues on this matter.

The substantial progress in the development of our national forests in the past 50 years was no accident. The Congress, the dedicated men of the U.S. Forest Service, the leaders of industry, and the American people all have made significant contributions. Their past efforts must not be wasted. If the national forests are to meet the staggering demands that will be made on them in the next 50 years, the multiple-use and sustained-yield policies for managing these valuable public lands must be made secure. This Mr. Chairman, is my chief reason for giving full support to the bills under consideration by your committee. Thank you.

Mr. GRANT. Our next witness is Congressman John J. Riley, of the State of South Carolina.

STATEMENT OF HON. JOHN J. RILEY, A REPRESENTATIVE IN CONGRESS FROM THE SECOND CONGRESSIONAL DISTRICT OF THE STATE OF SOUTH CAROLINA

Mr. RILEY. Mr. Chairman and members of the subcommittee, I want to express my appreciation for giving me this time to support the bills to authorize the multiple use of the forests, and I should like to have unanimous consent to insert my statement into the record, and then make a few remarks, which I deem appropriate.

Mr. GRANT. Without objection it will be inserted into the record at this point.

(The prepared statement of Hon. John J. Riley follows:)

STATEMENT OF HON. JOHN J. RILEY, A REPRESENTATIVE IN CONGRESS, SECOND DISTRICT OF THE STATE OF SOUTH CAROLINA

Mr. Chairman, many of you on this committee know of my interest in tree planting and matters concerning the forests of South Carolina and the Nation. Each year I try to plant pine seedlings. It is rewarding to watch them develop and eventually grow into stands that will produce pulpwood, timber, and the many products we get from our forests.

For many years I have followed the development of our national forests not only in my State but also throughout the South. As a member of the Appropriations Committee, I have been interested in the protection and management of all the Nation's forests. The bills you are considering have my full support because they provide further assurance that we in the Congress want our national forests to be managed under policies that have proven effective for many years. I am pleased that section 3 of these bills and H.R. 10722, the bill I introduced, considers the cooperation of the Agriculture Department with our State and local forestry agencies in the development of the national forests.

State Forester Flory of South Carolina has maintained an excellent cooperative relationship with the Forest Service of the Department of Agriculture for many

years. These cooperative activities have not only helped in the development and management of South Carolina's national forests, the Francis Marion and the Sumter, but also have resulted in dynamic achievements on all the forested lands in my State.

The continuing dynamic development of the resources of our Nation's forests is essential. The bills you are considering are further evidence that the Congress has not lost interest in the future well-being of our great system of national forests. Thank you.

Mr. RILEY. I want to add my commendation and appreciation to the chairman for his untiring and efficient work, which he has done in the interests of agriculture and in the interests of the forest resources of this Nation. No man in the Congress in my experience has done more toward getting a sound program in the agricultural field and in the forestry field than has the chairman of this subcommittee.

I commend him. I hope that he will have many more years of service in the Congress in the fine work that he is doing.

Thank you very much for this opportunity of appearing before you.

Mr. GRANT. Thank you very much. I next recognize Congressman Carnahan, of Missouri.

STATEMENT OF HON. A. S. J. CARNAHAN, A REPRESENTATIVE IN CONGRESS FROM THE EIGHTH DISTRICT OF THE STATE OF MISSOURI

Mr. CARNAHAN. Mr. Chairman and committee members, I wish to go on record as favoring H.R. 10572, a bill to authorize the multiple-use management of the 151 national forests in 41 States and Puerto Rico. There are 181 million acres of national-forest land grouped into these national forests. This proposed legislation, if enacted by the Congress, will be a most valuable adjunct to the "Program for the National Forests" which your committee so thoroughly considered last year.

The Mark Twain and Clark are large national forests of almost 1 million acres in my home district in Missouri. These are forested lands abounding in rich natural resources of timber, water, and some grazing areas. Additionally, there are many fine areas within these forests where people go for hunting, fishing, boating, camping, picnicking, general sightseeing, and historical study. Over \$200,000 was realized last year from the sale of timber, forage, waterpower, and special-use values including homesites and the like.

This proposed legislation would do at least three significant things:

1. It would direct that the national forests be administered for sustained yield of their several products and services. This is just good business procedure.

2. Further direct that the national forests be developed under multiple-use principles and make it a policy of the Congress that these forests are established for watershed, timber, range, outdoor recreation, and fish and wildlife values.

3. Authorize cooperation with other groups in national-forest development.

These forests have been managed under policies that recognize the basic purposes for which the national forests were established. I refer to the acts of Congress which require that continuous supplies of timber be grown and that forests must be protected from destructive

forces. Another basic purpose for the establishment of the national forests in Missouri and other States is the all-important regulation of waterflow.

The Secretary of Agriculture, through the U.S. Forest Service has established rules and regulations for recreational use and development of the wildlife habitat on these public forests. Generally there has been excellent cooperation between the Forest Service and our State conservation groups in making these cooperative endeavors a success.

Not all the authority for the multiple-use management of our national forests is found in a single statute. However, the forests have been administered, developed, and their resources effectively utilized for many years under various acts and authorizations.

Mr. Chairman, the bill now under consideration is significant legislation. It expresses the clear intent of the Congress to preserve and develop on a continuing basis one of our greatest natural resources. This legislation is for the happiness and welfare of all our people. If enacted, it will give the many resources that are renewable in our national forests a good firm foundation for future management. Multiple-use management and sustained yield of the forest resources should be a policy of the Congress. The directive in H.R. 10572 is clear and concise. The job of carrying out the "Program for the National Forests" will be made easier through this proposed legislation. I hope that H.R. 10572 will meet the approval of this committee.

Mr. GRANT. Thank you very much. The chairman now recognizes the Honorable Walt Horan of the State of Washington.

STATEMENT OF HON. WALT HORAN, A REPRESENTATIVE IN CONGRESS FROM THE FIFTH CONGRESSIONAL DISTRICT OF THE STATE OF WASHINGTON

Mr. HORAN. I ask unanimous consent to insert my statement and some telegrams, together with one letter, into the record.

I want to say that these will show the great interest in this bill and in this approach to the multiple-use of the watersheds and forests in my area.

I would like also, Mr. Chairman, to state at this time that I commend you for your leadership in this field and for the things that you have done for American agriculture during your service in the Congress.

I think you are to be especially commended for your work.

Mr. GRANT. Thank you very much, Mr. Horan. Your statement, together with the telegrams and the letter, will be made a part of the record at this point.

(The statement of Hon. Walt Horan and telegrams and letter follow:)

STATEMENT OF HON. WALT HORAN, A REPRESENTATIVE IN CONGRESS FROM THE FIFTH DISTRICT OF THE STATE OF WASHINGTON

Mr. Chairman, I want to thank you and the members of this committee for allowing me to appear before you today on behalf of this bill. I sponsored an identical measure because I fully realize the importance of managing our forests properly.

Our forests are a major factor on so many of our great watersheds. They need to be managed to protect and improve our water supplies, to properly

preserve the recreational and fish and wildlife, to provide for the harvesting of our timber resources and for their replacement, and the sustaining of our future timber supplies.

We already have successful programs under the Soil Conservation Service dealing with smaller watersheds. The bill before us can be a first step in applying this cooperative approach to our major watersheds.

All of us have a real stake in our forest management because these resources contribute so much to the wealth of our Nation. A look at the statistics will prove this. Last year, the timber harvested from our national forests reached 8.3 billion board feet—an all-time high. This helped to assure full employment to thousands of people employed in logging, mills, and other wood products industries. Ranchers last year used the national forests to graze more than a million cattle and horses and well over 2.6 million sheep. Recreation visits to national forests also hit an all-time record in 1959. Eighty-one million, five hundred thousand persons visited the forests making this the biggest gain since 1946 and topped the 1958 total by 19 percent. In addition, it is estimated that hunters and fishermen made 20 million trips to the forests last year, a jump of 3 million over the previous year.

Watersheds provide perhaps the most important service to the people. In our Pacific Northwest, proper watershed management has provided the area with unprecedented industrial expansion, irrigation, reclamation and flood control. I think it sufficient to say that if our watersheds are not allowed to be continually maintained, it would be disastrous to the Nation.

All of these points, Mr. Chairman, have been made available because of proper management of our forests. At this time, I want to commend Dr. Richard E. McArdle, Chief of the U.S. Forest Service, and his staff, for their work in protecting and managing our forest resources for the benefit of all the people. They have done a worthwhile and constructive job and they have contributed greatly to the welfare of the country. Just a year ago this month, Chief McArdle and the Department of Agriculture submitted to the Congress their plans for managing the national forests in line with the multiple-use concept. This plan entitled "Program for the National Forests" describes their management plans for the next 10 to 15 years, and also, includes their objectives for the next 40 years.

This report is most inspiring and graphically illustrates what a fine job has been and will continue to be done for the people of America if the Congress grants them the necessary authority. The Forest Service now has the general authority to manage the forests but there is no definite and conclusive authority which gives them authority to administer the forests in line with the multiple-use concept.

I believe the legislation before you today will assure the balanced development and use of our national forest resources. Also, the measure would prevent possible future overutilization of the forests as a result of economic and single-interest pressures.

I am confident that the people of the Fifth District of Washington, which I have the honor to represent, will be most grateful if you take quick and favorable action on this bill.

Thank you.

TONASKET, WASH., *March 15, 1960.*

Congressman WALT HORAN,
House Office Building,
Washington, D.C.:

The Tonasket Chamber of Commerce voted unanimous support today of your bill, No. 10572, authorizing and directing that national forests be managed under the multiple-use principle.

HAZEL HOLDEN,
Secretary, Chamber of Commerce.

OKANOGAN, WASH., March 15, 1960.

Congressman WALT HORAN,
House of Representatives,
Washington, D.C.:

I am in favor of passage of House bill 10572.

DON HAGY, *Winthrop, Wash.*

DON SHAFER, *Mazama, Wash.*

AARON BURKHART, *Winthrop, Wash.*

OKANOGAN, WASH., March 15, 1960.

Congressman WALT HORAN,
House of Representatives,
Washington, D.C.:

The Paseyton Cattlemans' Association at their meeting went on record favoring your House bill No. 10572.

As we live with the Forest Service here we know their problems.

FLOYD BOESEL, *Winthrop, Wash.*

OKANOGAN, WASH., March 15, 1960.

Congressman WALT HORAN,
House of Representatives,
Washington, D.C.:

Pine Creek Cattle Association of Okanogan County, Wash., urges the passage of the multiple-use bill, H.R. 10572.

MELVIN AMES, *Secretary.*

TONASKET, WASH., March 15, 1960.

Congressman WALT HORAN,
Washington, D.C.:

We support your H.R. 10711. Strongly oppose contrary measures.

LANDRETH TIMBER CO., INC.

LEAVENWORTH, WASH., March 15, 1960.

HON. WALT HORAN,
Member of Congress, Washington, D.C.:

Chelan County Pomona Grange requests that you appear at the hearings to be held March 16 in support of H.R. 10572, before House Subcommittee on Forests, or similar legislation.

We heartily endorse this legislation. It will establish the responsibility of the National Forest Service.

GEORGE HOHNER,
Master, Chelan County Pomona Grange.

OKANOGAN, WASH., March 14, 1960.

HON. WALT HORAN,
Washington, D.C.

DEAR WALT: We urge your support of H.R. 10572 or 10465, the multiple-use bill, at the March 16 hearing.

OLLIE JAMES,
*Chairman of Forestry and Mining Committee,
Okanogan Chamber of Commerce.*

WENATCHEE, WASH., *March 15, 1960.*

Congressman WALT HORAN,
House of Representatives Building,
Washington, D.C.:

You are aware of our interest in the Forest Service concept of multiple-use of the national forests. We understand your bill and that of Congressman George Grant, of Alabama (H.R. 10572), are essentially the same. Hearing for this bill before House subcommittee March 16. The Wenatchee Chamber of Commerce board urges you with all your power to push for its conclusion.

GLENN A. WOODS, *Manager.*

WENATCHEE, WASH., *March 15, 1960.*

Hon. WALT HORAN,
House of Representatives Building
Washington, D.C.:

We strongly support H.R. 10572 providing multiple-use of national forest land.

Understand hearings to be held March 16 before House subcommittee, and urge you appear in our behalf and strongly support this or similar legislation.

CHELAN COUNTY COMMISSIONERS,
W. ROBERT MURRAY, *Chairman.*
HOMER J. TREFRY.
BENTON M. BANGS.

OKANOGAN, WASH., *March 15, 1960.*

WALT HORAN,
House of Representatives,
Washington, D.C.:

We are strong for the passage of House bill No. 10572.

FLOYD AND AGNES BOESEL.

SEATTLE, WASH., *March 15, 1960.*

WALTER HORAN,
House Office Building,
Washington, D.C.:

Understand hearings on H.R. 10572, multiple-use forestry bill, will be held March 16. Appreciate your support of this bill. It clearly spells out responsibility of Forest Service for all phases of national forest management. Regards.

DAVE JAMES.

WASHINGTON STATE GRANGE,
Seattle, Wash., March 10, 1960.

To entire congressional delegation for Washington State.

Senator JAMES O. EASTLAND,
Chairman, Subcommittee on Soil Conservation and Forestry of Senate Agriculture Committee,

Representative GEORGE M. GRANT,
Chairman of Subcommittee on Forests of House Agriculture Committee.

MY DEAR CONGRESSMEN: Our executive committee has reviewed S. 3044, introduced in the Senate by Senator Allen J. Ellender, and H.R. 10465 introduced in the House by Representative Harley O. Staggers. These bills are identical and seek, as their titles indicate, to authorize and direct that the national forests be managed under principles of multiple use and to produce a sustained yield of products and services, and for other purposes.

We concur in the provisions as stated in H.R. 10465, February 16, 1960. We urge that every effort be exerted to pass this act or identical legislation by both House and Senate at the earliest opportunity.

Kindest regards.

Sincerely yours,

EXECUTIVE COMMITTEE, WASHINGTON
STATE GRANGE,
A. LARS NELSON, *Master.*

Mr. GRANT. We will next hear from Congressman Staggers, who is the author of one of the bills under consideration today.

**STATEMENT OF HON. HARLEY O. STAGGERS, A REPRESENTATIVE
IN CONGRESS FROM THE SECOND CONGRESSIONAL DISTRICT OF
THE STATE OF WEST VIRGINIA**

Mr. STAGGERS. Mr. Chairman and members of the subcommittee, I am appearing here today in behalf of my bill, which is H.R. 10465.

I would like to give just a little bit of the history of the bill, if I may, and what led up to its introduction.

In my district I have two national forests, the Monongahela National Forest and the George Washington National Forest. They are located in 9 of my counties, out of 15 counties.

The Monongahela National Forest is located entirely within the State of West Virginia.

I have tried to work as much as I could with the men in the Forest Service as to the different ideas of development. More than a year, or a year and a half ago, we conceived of the idea, as did some of the men working in the Forest Service, that it should be directed by a national policy to utilize these forests for all of the different capabilities. And as a result of that I called on the Department of Agriculture about a year ago to help draft a bill with the ideas that I had in mind. And through their counsel and drafting department, a bill was drafted and sent to the Committee on Agriculture.

I notice from a report from the U.S. Department of Agriculture, their report on the bill which I had in at that time, H.R. 1357, that it has the same heading as the bill which is under consideration, H.R. 10465, to authorize and direct that the national forests be managed under principles of multiple use and to produce a sustained yield of products and services and for other purposes. The original bill had the same heading.

The Department made a statement saying that they are sympathetic with the objectives of this bill, but they have sent up a new draft bill which contains exactly the same principles as mine and the same wording, in fact, except that they have changed around some of the words. I expect that the same men who drafted the original bill helped draft the second bill.

Nevertheless, when the chairman of the full committee talked to me, he said that I should put in this bill, because it was an original idea of mine which had culminated in the bill being drafted by the Department. So at his suggestion, I did put in the new bill sent up by the Department which is H.R. 10465.

I might give just a little bit of history there. In talking to the rangers and those who work in the forests, they thought that we could have a better balance in our national forest program if such a bill or legislation such as this was passed; that it would give stability to the different phases of the national forest activity; that it would promote some of the activities that have been allowed to fall by the wayside.

In the multiple purpose we mean the use not only of the continued growth of wood for different purposes to be sold off and cultivated, but also for recreation, such as fishing, hunting, camping, and so forth.

We in West Virginia have two papermills on each border in which there is a continuous cutting of pulpwood from out of the forests to be supplied to these two mills.

As you members of the committee know, a certain amount of the receipts which come out of this go back to the counties for schools and for roads. I have been told that this has now reached a proportion that is greater than the original taxes they collected from the land. So it has now gotten to a place where it is a paying proposition and from now on it should be a much greater paying proposition if we are able to utilize fully all of the possibilities, such as recreation and the other activities.

West Virginia is located within a 500-mile radius of practically one-half of the population of this country, so that if this forest area is developed, it could be used for recreational purposes, too. And it would help the eastern part of the United States; certainly it would help in West Virginia greatly with the unemployment. It would give many people additional work and help.

I relate this to West Virginia solely for the purpose of our people whom I represent. I know of that problem. I know, however, that it relates to every other national forest in America.

Mr. Chairman, I have a prepared statement on the different phases of the activities in support of the bill, and with your permission I would like to have this prepared statement inserted into the record, and to say that if you have any questions, I would be glad to try to answer them.

Mr. GRANT. Without objection your statement will be made a part of the record at this point.

(The statement of Hon. Harley O. Staggers follows:)

STATEMENT OF HON. HARLEY O. STAGGERS, A REPRESENTATIVE IN CONGRESS FROM
THE SECOND CONGRESSIONAL DISTRICT OF THE STATE OF WEST VIRGINIA

West Virginia claims one great national forest, the Monongahela in its entirety, and a portion of another, the George Washington, with a total area of almost 1 million acres. These forests are part of the protective mantle that covers the Potomac watershed above Washington, D.C. They are also part of the nationwide system embracing 148 national forests which serve the American people in so many ways. The national forest development program has always been dedicated to conservation and improvement of all forest resources and to management of these public lands in the best interests of the people as a whole. Here in the East, national forest areas are located primarily in the mountainous headwaters regions where they control waterflow into our major river systems. But in the management of these lands they also provide the American people with many collateral benefits, in form of timber, pulpwood, game, fish, forage for wild and domestic animals, and forest recreation in all its many forms. A single administrative organization manages and coordinates all these beneficial uses on national forest lands with efficiency and economy that have won worldwide acclaim. National forests share receipts with States in such a way that they are an asset rather than a liability to the taxpayer.

As population pressures mount in this country, each segment of forest land users foresees problems in meeting future needs. There is a strong temptation to solve individual problems in each field by asking for land dedication to meet the particular use with which that segment is concerned. Obviously, this is no solution, and actually intensifies the problem, for there simply is not enough land to meet individually all the needs of this growing Nation in these various categories.

If America is to have abundant raw materials from her forests, protected water supplies, and the broad range of recreational uses which are associated with forest areas, it is going to require a very special type of management to pro-

vide them. It is exactly this type of management that the multiple use legislation I have presented to this committee calls for.

I have seen demonstrations in my own State which illustrate the fact that many resources can be harvested from forest land under scientific multiple-use management. Selective harvesting of timber and pulpwood crops under good management does not damage watersheds. Under good management both game animals and fish can be produced as related crops on forest lands and provide enjoyment for millions of people. Even grazing for domestic livestock can often be added to the multiple forest uses with beneficial effects. Many valley farmers in my district move their stock to the high country pastures of the Monongahela National Forest during the summer. Here, livestock escape from heat and insect pests, putting on weight while the valley farmer produces winter feed on the vacated fields in the valley. This is only one of many ways in which the multiple-use program of the national forests meshes with the needs of our people. As a matter of fact, it has been demonstrated that controlled grazing for a 5-month season in the mountain meadows of the Alleghenies helps to retain open areas which are beneficial to many forms of wildlife and thereby fosters use by sportsmen from West Virginia and neighboring areas. The effect of this is reflected in augmented income to local business from hunters and fishermen.

Recreational use of many kinds—berrypicking, gathering of wildflowers and ferns, bird watching, camping, hiking, hunting, fishing, general sightseeing, and other forms of wholesome outdoor recreation associated with the use of forests—has proven entirely compatible with conservative use of material resources. But to make possible this broad type of use requires skillful coordination and management of all the various resources. Multiple-use management was born with the creation of the national forest system, when the first Chief of that Service was directed to “manage these preserves for the greatest good to the greatest number in the long run.” It was my purpose, in introducing this legislation a year ago, to give to the U.S. Forest Service congressional encouragement for further emphasis on multiple-use management as a matter of national policy.

Multiple-use management is positive and constructive. It recognizes human needs in all their complexity and takes steps to meet them. Without this positive approach to the needs of a growing nation, we can only look forward to increasing shortages. Unless we deal with our forest resource management problems in an intelligent manner, the inevitable result will be a lower standard of living and a lowering of our national vigor. When the supply of natural resources and ability to produce fall to the point where Government's chief function is the rationing of too few resources among too many people, democracy cannot survive.

I hope this committee will report favorably on this important legislation.

Mr. TEAGUE of California. I am in support of the multiple-use principle. I will have to ask to be excused to attend another committee meeting which is dealing with a highly controversial subject. With your permission, Mr. Chairman, I should like to be excused.

Mr. GRANT. Thank you. Come back as soon as you can.

Thank you very much for your fine statement, Congressman Staggers. I am sure that the committee will have some questions. However, with several Members of the House present still remaining to be heard who have other committee meetings which they wish to go to, then, we will hear from them first.

Mr. STAGGERS. Thank you, Mr. Chairman. I would just like to add this statement in leaving, that the Department of Agriculture supports the bill by their report, and they say that the Budget Bureau has no objection to it, that it is not an additional cost to the Forest Service if the bill is passed.

Thank you all very much.

Mr. GRANT. I notice Mr. Pirnie who is a member of the Committee on Agriculture is here to testify. We will certainly be glad to hear from our colleague at this time.

STATEMENT OF HON. ALEXANDER PIRNIE, A REPRESENTATIVE IN CONGRESS FROM THE 34TH CONGRESSIONAL DISTRICT OF THE STATE OF NEW YORK

Mr. PIRNIE. Mr. Chairman and members of the subcommittee, it is a pleasure to appear before the subcommittee and to indicate my interest in the bill which the chairman has introduced.

After studying it, I felt it did serve a very useful purpose, one which I had a deep interest in, and so I have introduced an identical bill to indicate my interest and my support. I appreciate very much the type of leadership which has been given this important subject relating to the national resources by our chairman, which is characteristic of his attitude in other matters facing the Committee on Agriculture as a whole. And therefore I am pleased to indicate my interest in this matter.

Mr. Chairman, as a member of the House Committee on Agriculture, I welcome this opportunity to indicate my support for the bills your forestry subcommittee is considering today.

After studying Chairman Grant's bill, H.R. 10572, to authorize and direct that the national forests be managed under principles of multiple use and to produce a sustained yield of products and services, and for other purposes, I introduced H.R. 10720, which is identical. I am pleased that substantial support in the form of additional companion bills is evident to your committee.

The only federally owned lands administered by the U.S. Forest Service in my State are some 13,750 acres of land-utilization lands. There are no national forests. Notwithstanding, the citizens of New York are interested in the management and utilization of the national forests from Maine to Alaska and to the Gulf of Mexico. Our people travel; they visit these forests for recreation, hunting, and fishing. They eat meat raised on the national-forest grazing lands in the West. Douglas fir timber and plywood from west coast forests are used in our buildings. Our people realize that hydroelectric developments using water produced on the national forests are important to our national strength and security. And they know that a nation with well-managed forests faces the future better able to meet the challenging demands of our times.

I particularly want to mention section 3 of the bills you are considering. It has been the policy of the Congress since forestry activities were established in the Department of Agriculture in 1891 to cooperate with the States in the development of private and State-owned natural resources. Cooperative authority for tree planting, forest fire control, forest management advice, insect and disease control, and forest research exists and would not be superseded by my bill or the others you are considering. The proposed legislation would be a policy statement by the Congress of the merits of the activities and the need to encourage the full development of State and privately owned natural resources.

In New York, there are over 11 million acres of farm, industrial, and other nonfarm owned woodlands. There are some 3.2 million acres of State forest preserves, forests, parks, game management, county, and municipal forests. Salaries and wages of persons employed full time

in our New York forests amount to a half billion dollars a year. The value of the products of our State's wood-using industries is some \$2 billion annually. These are significant contributions to our economy. New York's Representative Clarke was cosponsor of the Clarke-McNary Act of 1924, which stimulated the development of the national forests in the East and provided cooperation with the Forest Service in fire control, extension forestry work, and tree planting. New York started forest tree planting with the first State-owned tree nursery established early in this century. Our State has been an inspiration and guide to other States as they embarked on programs for the development and management of natural resources.

Therefore, Mr. Chairman, we have a deep and continuing interest in any proposed legislation that will strengthen resource management activities regardless of who owns the land or where it is located. Multiple-use and sustained-use management practices are good for any forests whether State, Federal, or privately owned. I believe the multiple-use bill is a good bill and merits favorable action.

Thank you.

Mr. GRANT. We thank you very much.

Congressman Chenoweth, we will be glad to hear from you now.

STATEMENT OF HON. J. EDGAR CHENOWETH, A REPRESENTATIVE IN CONGRESS FROM THE THIRD CONGRESSIONAL DISTRICT OF THE STATE OF COLORADO

Mr. CHENOWETH. Mr. Chairman and members of the committee, I want to appear before you on behalf of H.R. 10715 and similar bills, and I would like to ask that I might file a statement at this point in the record at a later time.

Mr. GRANT. Without objection, that permission is granted.

(The statement of Hon. J. Edgar Chenoweth follows:)

STATEMENT OF HON. J. EDGAR CHENOWETH, A REPRESENTATIVE IN CONGRESS FROM THE THIRD DISTRICT OF COLORADO

Mr. Chairman and members of the committee, I am happy to appear before you in support of H.R. 10572, a bill providing for the multiple use of our national forests. I want to commend the chairman of the subcommittee for arranging for these hearings. There is widespread interest in this legislation, and I hope that this bill, or a similar measure, will be reported at an early date.

All groups who are interested in obtaining the maximum use of our national forests appear to be in full support of this proposal. I have several national forests in my congressional district. I am receiving letters in support of this measure, and the people of my district are very anxious to see this legislation passed.

Mr. Chairman, it is highly essential that we continue to operate our national forests under the multiple-use principle. Our people recognize the importance of our national forests to the economy of our Nation. We must do everything possible to obtain the maximum use of our forests, as your bill provides.

I have a letter from Mr. Charles K. McHarg, president of the Bessemer Soil Conservation District in Pueblo County, Colo. He calls attention to the fact that several hundred landowners within the district depend on our national forests to supply their water. I wish to quote from his letter as follows:

"Most important, our irrigation water, upon which we have been completely dependent for successful diversified agriculture during the past 65 years, is in large part produced from the stored winter snows of the Arkansas River watershed of this national forest land. It is essential to our continued welfare that the Secretary of Agriculture be authorized by the Congress to develop and

administer all the renewable surface resources for multiple use and sustained yield and to cooperate with interested agencies, specifically and permanently."

In Colorado and other Western States water is of tremendous importance. We are doing everything possible to conserve our water resources and to put them to the best use possible. In order to accomplish this objective it is important that wise use be made of our national forests. For this reason, everyone interested in irrigation is supporting this bill.

The multiple-use principles in handling our national forests have always been recognized. I personally feel that our national forests should be used to benefit the largest number of persons possible. I think it is significant that various groups are appearing in support of this legislation who are interested in using our forests for widely different purposes. Stockmen, who are interested in grazing in our national forests, are in support of this bill. Those who are interested in fish and wildlife are also supporting this bill. Those who are concerned over conserving our water resources favor this legislation. Those who wish to use our national forests for recreation purposes feel that this legislation is in their best interests.

Mr. Chairman, I want to again thank you for this opportunity to appear in support of this legislation. I feel that the passage of H.R. 10572 is in the best interests of our country. The multiple-use operation of our forests will produce large dividends in the years ahead.

Mr. CHENOWETH. I would also like to ask permission that a statement of Mr. Lonnie Pippin, editor and publisher of the Monte Vista Journal of Monte Vista, Colo., which he sent to me, be inserted into the record and printed in the record.

Mr. GRANT. Without objection, that will be done.

(The statement of Lonnie Pippin, editor and publisher, Monte Vista Journal, Monte Vista, Colo., follows:)

STATEMENT BY LONNIE PIPPIN, EDITOR AND PUBLISHER, THE MONTE VISTA JOURNAL,
MONTE VISTA, COLO.

Mr. Chairman, members of the committee, I wish to have the following statement entered into the records of your hearing on H.R. 10572 and the other similar bills being considered.

I am Lonnie Pippin, editor and publisher of the Monte Vista Journal, Monte Vista, Colo. I live adjacent to the Rio Grande National Forest, and have been associated with and informed on national forest operating methods for more than 30 years. Through this long association with and observation of national forest management, I feel qualified to offer my thoughts on the legislation now under consideration.

The national forests, of course, have always been managed under multiple-use principles. With the primary purpose of making the multiple resources available to people in order to achieve the greatest possible public benefit. The fact that legislation specifically authorizing multiple use management has been absent, has not been a deterrent to such management. I believe, however, that such legislation as proposed by H.R. 10572 and the many other bills under consideration is important at this time.

National forest areas are now well established and there is little possibility that such areas can be enlarged. Increasing numbers of people require that the many resources of the national forest be under a correlated system of management. It is obviously impossible to completely segregate the individual uses of land and still make the best use for the greatest number of people. Multiple-use management of resources is far from being a concept of management, but as practiced by the U.S. Forest Service is a true correlation of use of the multiple resources.

I strongly urge passage of H.R. 10572 to insure that multiple use will continue to be the type of management under which our national forests operate, as opposed to single purpose management for the many resources of our national forests.

Mr. CHENOWETH. I want to join my colleagues in words of praise for your fine leadership of this subcommittee's work. I want to commend you for holding these hearings.

I think the subject of multiple use of the national forests is one of vital concern and importance to all of us in the West where we have many national forests. We greatly appreciate the leadership that you are giving to this subcommittee.

I am hoping that this legislation will be approved and passed at this session of the Congress.

I am delighted to join with my colleagues in these words of praise which have been uttered. It is all richly deserved by you.

Thank you very much.

Mr. GRANT. Thank you very much.

We will next hear from Congressman Keith Thomson.

STATEMENT OF HON. KEITH THOMSON, A REPRESENTATIVE AT LARGE FROM THE STATE OF WYOMING

Mr. THOMSON. Mr. Chairman and members of the committee, I am pleased to join in sponsoring this multiple-use legislation, so far as the national forests are concerned. I think it is a restatement of existing policy, but it is something that needs to be codified and given the stature of an act of Congress confirming this longtime standing policy.

In support of this, I particularly would like to point out to the committee the importance of this to the State I am privileged to represent, the State of Wyoming. Inasmuch as we have 8,568,392 acres of forest lands within our State in the national forests, that amounts to about 13.7 or almost 14 percent of the total area of the State.

I am bringing this out because it is typical, I think, of the Western States. I have figures on each one, and of the 11 Western States—I think it is quite typical of them—but forests, as we all know, are not confined to the 11 Western States—it is a matter of national interest—but the total involved here is 181,106,346 acres within the continental limits of the United States.

In addition to that, of course, there are some forest lands in Puerto Rico.

So I think that this does have a great national significance.

The multiple-use importance is further emphasized by the contribution that the forests themselves make through income, through management of the forests in the public interest.

I would like to point out from hearings of the Interior and Forest Service and related agencies subcommittee of the House Appropriations Committee of this year, of which committee I am a member, that the hearings show that last year we collected from our national forests in timber, grazing and land uses a total of over \$122 million, which represented over \$30,500,000 increase from the previous year.

I think it is commendatory of the better management job that is constantly being done.

In addition to this, there were other collections, so that the total receipts from our forests by the Forest Service were \$124,066,792, as compared to \$93,836,595 the previous year, 1958, or a net increase of over \$30,250,000.

In addition are mineral revenues which are reflected in other accounts.

I stand wholeheartedly and always have as one who was raised on the boundaries and within the boundaries of the forests for the multiple-use principle. It is essential to the development of our area. By that, I mean the 11 Western States area to which the Nation must look as we have expanding population, for a large segment of that expansion, because we are sparsely settled and in a sense not yet developed.

So I want to congratulate the subcommittee for going into this subject.

I think the bill as drawn is fairly drawn. It provides for the various types of uses, from recreation, timber, grazing, watershed, wildlife, fishing, and other purposes, and it further provides for protection so far as the mineral development is concerned, as presently handled by the Secretary of Interior. It then recognizes and gives the authority that in the administration of the national forests consideration will be given to the relative use of the various resources within particular areas.

In the bill that I introduced, I changed it in one material respect from that which was introduced and recommended by the Department. I do not think there will be any objection to that, but I do think it carried out my philosophy, at least, and I believe the philosophy has been repeatedly demonstrated by the Congress.

In section 3 of H.R. 10775, which I introduced, I added the words, "and directed," so the section reads:

In the effectuation of this Act, the Secretary of Agriculture is authorized and directed to cooperate with interested State and local governmental agencies and others in the development and management of the national forests.

That does not mean that he has to be bound by what they say, but it means in addition to being authorized, he is directed to cooperate with them, to keep them informed, to get the recommendations.

I think that is highly essential, because in each one of our States, the situation differs, so far as the forests are concerned.

It is the old idea of States rights and locally they have some good ideas and usually better ideas of how to run affairs than someone in a department or an agency here in Washington.

As I have seen it expressed on the floor and in legislation, that it is the policy of Congress. I think as a minimum the Department should be directed as well as authorized to cooperate and to consult with local agencies in deciding what utilization and use will be made of the forests within that particular area.

I certainly congratulate you and members of the subcommittee for going into this most important subject which contributes so much to the overall public good of the United States, from one coast to the other, and from North to South.

Mr. GRANT. Thank you very much for your very fine statement and contribution.

Mr. DIXON. I commend my colleague from Wyoming for his splendid statement. I understand that you have a ranch at Cody, Wyo.

Mr. THOMSON. I have an interest in a ranch there through a corporate entity.

Mr. DIXON. Do you have any permit to graze on the forest lands?

Mr. THOMSON. The corporation has a permit for 35 head—I think something like that.

Mr. DIXON. You have come here to plead for multiple use and to leave the decision with the Forest Service how the interest of all could be best served, both the livestock interest and the recreational interest, lumbering, and so forth, and the protection of the watersheds.

Even though you are a livestock man, you are appearing here supporting the Forest Service in administering the policy of multiple use to the best advantage of all concerned?

Mr. THOMSON. I certainly do.

May I say that my grandfather Thomson used the forests before there was a national forest in the Black Hills section, which is far removed from the Cody part, right on the South Dakota border. Some of my uncles had homesteads within the forest prior to the time they were set aside.

I was raised in it and uniformly we have stood for multiple use and for the highest use that can be made, or in recognition of values, but in almost all cases that is multiple use. It is essential, frankly, to the development of our area, whether you are thinking in terms of maintaining the economy which tends to be agricultural now, or whether you are thinking in terms of bringing in the new treasures of that highly mineralized section of our country for the public good.

There has been overall cooperation so far as the Forest Service is concerned.

And as I say, we have stood for multiple use.

The unfortunate thing that sometimes has occurred—and I think that the Black Hills section is a good instance of what we have done—that sometimes radicals, either within the last group or within some other group pop off and get into the newspapers, and get everyone stirred up. We had quite a situation that concerned that in the Black Hills area when I first came to Congress. Most of the permittees in the forests came from Wyoming—most of the sportsmen came from Rapid City and on east into South Dakota. I made an effort, along with Congressman Berry, whose district that is in, to get them together in 1955, and in the summer we worked it out. We got a range development program and a water development program going.

I think everyone has been pleased with the results. When you develop water it is good for the wildlife and it is the same water that is good for the livestock, and it has been good for the range, all the way around.

This ranch in which I have an interest as a stockholder, which has been mentioned, encompasses over 4,000 acres, and it is bounded on all sides except one by forests, yet it only has a permit for 35 head. I have never squawked about that.

Adjoining that and within 2 miles of one of the property lines, is one of the largest wilderness areas in the United States, and—the largest wilderness area, I think. It is the Absaroka Wilderness. And in Wyoming we have about one-third of the total wilderness area set aside in the Nation, I might say.

I have some figures on that. But, certainly, that Absaroka Wilderness Area should be that way. It was set aside, not by acts of Congress or by the Secretary of Agriculture, but by acts of God. I think that you must recognize that.

By and large I support the principles of this bill as being absolutely essential.

Thank you.

Mr. GRANT. Thank you very much.

Mr. McMILLAN. I would like to congratulate Mr. Thomson on his fine statement.

Mr. JENNINGS. I know that your bill differs in that you would direct the Secretary. How would you construe that direction, that the Forest Service should take the recommendations at the local level?

Mr. THOMSON. I did not make myself clear on that, Mr. Jennings. What I mean is to authorize him to cooperate, the words as used, and further to direct him to cooperate. I think that cooperation would mean a full discussion and consultation, but the management of the national forests otherwise is vested within the Department of Agriculture and no State has the authority to change the final decision.

It is, however, a cooperative effort which would be to consult and advise and give full weight to the recommendations of the local or State governments.

Mr. JENNINGS. Then your emphasis is on the direction to cooperate and not to take the direction of the local or State official?

Mr. THOMSON. That is right.

Mr. JENNINGS. I think that you recognize that the national forest part of this is a part all of which belongs to the American people, rather than to the localities in which they might be located. Do you see any abuses in the national forests in the way of grazing in your area?

Mr. THOMSON. Within limited areas for short periods of time you will see abuses, but by and large those abuses have been corrected and, by and large within the forests I have not seen abuses. As to forests, I could almost say "No," answering your question categorically, although there are some exceptions.

The stockman who is a good stockman is the best conservationist. Like I mentioned, my grandfather came out there before there were national forests. The family is still located there. They seek to make it more productive for themselves and their children down the line. If they do not look to that, they will not stay in business very long.

So, therefore, they cooperate. I think, in fact, that the stockman, either on private land or in the use of Federal land is probably the best conservationist we have, because he does not sell his product by the head or unit, he sells it by the pound. He wants to get over a continuing period of time the best utilization that he can out of the range.

Mr. JENNINGS. You do agree that in this particular area we are discussing here that the overall Federal would be, perhaps, much better in the way of control, than if it were a strict local area control at the local level.

Mr. THOMSON. I, certainly, agree that the management of these forests properly classified as such must be left with the Federal Government. That is the responsible agency.

You come from the great State of Virginia, from the State from which Thomas Jefferson came. And I am a great admirer of that State and of him. And the people on my mother's side came from an adjoining southern State of Wyoming about 1880.

I can accept and do accept that the national forests were—when they really have value as forests are public lands and belong to all of the people, but than I dip back to that constitutional convention and I do not accept that all of the lands that are now in Federal ownership in Wyoming are the property of all of the people and should stay in the Federal ownership, because we are just about 50 percent of the State out there right now—51.9 is still in the hands of the Federal Government.

I remembered when I first spoke of this on the floor, and I thought that the Speaker was going to throw the gavel at me back in 1955. It was the first time that I ever took the floor of the House. The majority leader, Mr. McCormack, was speaking on the anticolonialism resolution, and I merely suggested that I thought it was wonderful and I did not want to detract from it but I thought that this country could very well look to its policy as far as placing the Western States in a position of colonies was concerned.

MR. GRANT. Thank you very much, Mr. Thomson.

Our next witness is Congressman Bailey.

**STATEMENT OF HON. CLEVELAND M. BAILEY, A REPRESENTATIVE
IN CONGRESS FROM THE THIRD CONGRESSIONAL DISTRICT OF
THE STATE OF WEST VIRGINIA**

MR. BAILEY. Mr. Chairman and members of the subcommittee, I am pleased to have this opportunity to appear before your committee in support of H.R. 10572 and companion bills, the purpose of which is to authorize and direct that our national forests be managed under principles of multiple use and to produce a sustained yield of products and services.

The legislation declares it to be the policy of the Congress that national forests be established and administered for outdoor recreation, range, timber, watershed, and wildlife and fish purposes. Authority to effectuate the purposes of the legislation is placed in the Secretary of Agriculture.

The pressure of our growing population is creating new and heavier demands on the forest areas of this country everywhere. More and more people are turning to forest lands for camping, picnicking, hunting, fishing, and other wholesome forms of outdoor recreation. At the same time, raw materials from the forest are becoming more and more important, for they are renewable resources. More timber is being harvested from our national forests than ever before, and greater demands are being made for water, which is collected on the protected mountain slopes of these valuable public properties.

To meet these increasing demands, it is important that we develop to the highest possible degree the science of multiple-use management. Under the principle of multiple-use management, which is also referred to sometimes as full use, this country's national forests are being administered for multiple public benefits. Timber, fiber, forage, recreation, wildlife, and a host of related benefits can be taken from these forest lands under true multiple use stewardship.

Our forests should be regarded as an asset and managed on a basis that we will always have them, not only for their timber value, but for

the protection of our water resources, the providing of a habitat for wildlife and domestic animals, as well as the offering of vast playgrounds for outdoor recreationists.

In my opinion, Mr. Chairman, the enactment of the legislation here under consideration will emphasize the concern of the Congress in this important realm of resources management. At the same time I feel it will encourage managers of privately owned forest lands to adopt similar policies as a basic principle of management. This is clearly in the public interest and will help to preserve for future generations the many blessings that have come to us from our forests.

In view of the above facts, I sincerely hope that your committee will give favorable consideration to this legislation.

I would like at this time to add to my statement and call attention to the fact that my State of West Virginia is in a location of the Monongahela National Forest. We have thousands upon thousands of acres in the George Washington National Forest, too, which is included in the eastern section of our State.

In some counties in West Virginia, as much as 64 percent of the area of the counties are included in the Monongahela National Forest. In this forest which has been under governmental control for approximately 50 years or more, we have a fine growth of timber that is almost equal to what the original timber was in the forest before it was cut by our forefathers and uselessly destroyed.

I shall digress to this extent, to call your attention to the fact that I supported the soil bank proposal some years ago, largely on the ground that we in West Virginia would be able to put our marginal hillside and mountainside pasturelands, which should never have been cleared of forests in the first place, in the bank, and during the years in which it was in the soil bank, that we would be able to reforest them.

When I went back to West Virginia to see about the interest in the matter, I was surprised to find out that the Federal Government in its desire to get out of business and to turn it over to private enterprise had leased the huge nationally owned nursery located at Parsons, W. Va., that for years had furnished seedlings for reforestation for the entire Appalachian Range, from Maine to Georgia—they had turned it over to the State of West Virginia on a 50-year lease. Of course, the State cut down the production of that huge nursery to where they only wanted enough for their own State uses. We found out that we did not have hardly a beginning of seedlings available to do the reforestation work that we should have done. I think you will find they have practically gone out of business all over the Nation, where they put in those great nurseries, that should have been kept under Federal control.

The fact of the matter is that, after this soil bank bill was approved, there was not enough grass seed in existence in this country to sow grass on the amount of acreage that went into the soil bank. So I was somewhat disappointed as to the outcome of that soil bank proposition.

I am rather inclined to think, if it is in the agricultural legislation that we will approve before the Congress adjourns, that I shall not be for a continuation of the soil bank, because in my State of West Virginia we have little if any agricultural activity beyond livestock. We do grow some farm products in the Ohio Valley, and some wheat over in the eastern panhandle, but in my particular district, seven

of my counties are high-grade Kentucky blue grass counties, and we grow livestock, Aberdeen Angus cattle, and white-faced cattle.

Only 11 of the farm people living in my district are drawing any benefit from Federal subsidies in agriculture, and the total amount paid them last year was 27,000-odd dollars. So we in West Virginia are facing a particular situation.

I am citing this to you in order to point out that we will have to give more attention to more development in the huge forest areas of our States, in our efforts to come back and regain our economic level. Right now, as you all well know, our State has the greatest unemployment of any State in the Union.

We are really in a bad way in that respect.

So we are particularly interested in this legislation in the hope that we can, by improving our national forests and our forest lands, see to it that they are properly protected from insect pests and the hazards of fire, so that we will be able to capitalize on the visitors who will come in from all over the Nation to visit these great forest areas.

I would like to say in conclusion, Mr. Chairman, that in view of the real merit of this proposal, as I have previously said, I sincerely hope that your committee will give favorable consideration to the legislation and report it promptly to the Congress.

Mr. GRANT. Thank you very much.

Mr. BAILEY. Thank you.

Mr. JOHNSON of Wisconsin. In your statement did you say how many thousands of dollars the farmers received in subsidy?

Mr. BAILEY. About \$27,000 under the subsidy.

Mr. JOHNSON of Wisconsin. I think the gentleman realizes that we in other farm areas have other things than those you have in the State of West Virginia. Of course, the unemployment problem in your State is a big problem.

Mr. BAILEY. I agree.

Mr. JOHNSON of Wisconsin. Fortunately, we do not have that in Wisconsin. I want to remind the gentleman that we all have our problems, but that some are different from yours.

Mr. BAILEY. That is true. And the only way that we can solve them is by getting together.

Mr. JOHNSON of Wisconsin. And working together.

Mr. BAILEY. Yes.

While I have threatened to vote against the soil bank proposition, I still have considerable time before that time arrives and I might decide to go along, if you could show that it is to the advantage and benefit of West Virginia.

Mr. GRANT. Thank you very much again.

I understand that Congressman Byron L. Johnson of Colorado has a statement that he desires to submit for the record.

Do you wish to file that?

Mr. JOHNSON of Colorado. Mr. Chairman, I will be happy to file it in the interests of time.

Mr. GRANT. Thank you very much. It will be made a part of the record at this point.

(The prepared statement of Hon. Byron L. Johnson of Colorado, with an article from the Denver Post, of March 15, 1960, follows:)

STATEMENT OF HON. BYRON L. JOHNSON, A REPRESENTATIVE IN CONGRESS FROM THE
STATE OF COLORADO

Mr. Chairman and members of the committee, I appreciate this opportunity to present a few remarks with respect to H.R. 10572. This bill is of vital importance not only to the people of my district but to the entire Nation. This bill will write into law two basic principles which are already widely accepted by students of conservation, land economists, and others.

In teaching land economics and resource use, I have found it absolutely essential to recognize the great importance of the multiple-use principle. Multiple use is a term now widely accepted by conservationists, foresters, water users, sportsmen, stockmen and those interested in recreation of wilderness. The alternative principle would, of course, be the single-purpose use principle. This principle would sacrifice the interests of all other users and prospective users to the immediate advantage of the single-purpose user.

For example, the lumbermen who cleaned off certain hillsides in Oregon some years ago as the easiest way to cut timber, created a condition which made possible a very rapid meltdown and runoff which led to the disastrous floods in the downstream areas. Had the multiple-use principle been recognized, the forestry practices would have been consistent with watershed management and flood protection.

Or the single-purpose use which puts primary emphasis on grazing has sometimes led to overgrazing. In the process, not only has valuable rangeland been destroyed, but watersheds have been seriously impaired, our downstream dams have been silted in too rapidly, and the interests of other users have been ignored or destroyed.

The American people cannot afford to permit a single-purpose use of their national forests that would prohibit, or even diminish their legitimate interests in other purposes that such forests may also serve. The multiple-use policy set forth in H.R. 10572 embraces the full value and the best combination of values of all the resources enumerated and recognizes the difference in productive capacities and capabilities of our national forest resource sites. As a result, rangeland for livestock forage, habitat for fish and game, merchantable timber for lumber and lumbermen, and recreation and wilderness use for outdoorsmen are all considered in their proper perspective in a multiple-use policy of managing the national forests for the greatest good of all our citizens, not only today but in the years ahead.

There are some 1.2 million acres of the Roosevelt, Arapaho, and Pike National Forests in my congressional district. The total acreage for all the national forests in Colorado is 13.7 million acres.

The "Program For the National Forests" on which your committee held hearings last year includes comprehensive multiple-purpose resource development activities for all the renewable national resources on this vast acreage.

The rehabilitation of watersheds, the improvement of timber stands, the development of wildlife habitat and the maintenance of recreational and wilderness values are all included. The interrelationship of all the resources present are given full consideration in the plans for the development, protection, and utilization of the products and services available on these public lands.

Under such multiple-use planning and management, the Colorado national forests returned \$1,711,062 in receipts from the sale of timber, forage, water and land utilization permits last fiscal year. While most of this income was from timber sales, forage returned over \$500,000 dollars; 144,396 cattle and horses and 518,520 sheep and goats grazed on the national forest rangelands.

Water from both the east and west slopes of the Rocky Mountains furnished the needs of the people in my district. A 17-mile tunnel brings water from the national forests in the west slope to users on the east. Water from these same forests is used by people as far away as southern California. The great value of this water is not included in the revenue estimates, otherwise they would be many times greater. Under multiple-use management there are 11 established wilderness-type areas of some 800,000 acres on the Colorado national forests. These are areas suitable for such use.

Multiple use as practiced by the Forest Service in Colorado is fair use for all concerned. It is wise use when the renewable resources are considered. It is a use policy under which our national forests have been administered for a long time. It is sensible use—single-purpose resource demand should not and does not supersede logical and established resource utilization in particular and

well-designated areas. It permits application of resource management plans in a manner best suited for the public's needs.

Timber, water and grazing have statutory recognition in several acts of the Congress going back to 1897. Recreation and wildlife habitat resource development and administration is recognized in numerous appropriation acts and in the authority to regulate "The occupancy and use" of the national forests. Numerous directives and regulations of the Department of Agriculture also recognize the many uses to which the resources can be tailored.

Mr. Chairman, I also want to say a word in support of section 2 of the bill, which authorizes the Secretary of Agriculture to administer our renewable surface resources for sustained yield of the several products and services obtained therefrom. My father and my grandfather were among the many Americans who were hired by loggers to clear the land by total cutting of the forests. Unhappily, much of the land on which they and some of the others worked should better have been cut on a sustained yield basis.

America is gradually overcoming the ravages of its early extravagance in the waste of renewable resources. It is high time that the Congress made clear that it is in our national interest that our renewable resources be operated on a sustained-yield basis.

Mr. Chairman, in face of the many conflicts over the administration of our national forests which arise from the clamor of groups that are especially interested in a single use, I think it is highly desirable that this bill become law and that the administration be given a firm statutory footing for the policies it uses in the greatest interest of the whole American public.

"WE NEED A MODERN FOREST LAW"

(Article which appeared in the Denver Post for March 15, 1960)

A bill of vital interest to Western States, where most of the national forests are located, is to be given hearing, starting Wednesday, before the Forestry Subcommittee of the House Agriculture Committee in Washington.

The purpose of the bill, H.R. 10572, is to spell out clearly, our national policy for the administration of the 181 million acres of forest lands which comprise one of our greatest public assets.

The need for this legislation stems from the fact that the law of 1897, establishing the national forests, contemplated that the principal value of these lands would be to furnish the country with timber.

Therefore, the original act emphasized timber production and mentioned only casually that the Secretary of Agriculture was to have authority to regulate the occupancy and use of the forests.

By a process of evolution, the national forests have come to have many uses. They are the source of water for 1,800 municipalities (including Denver) and more than 600 hydroelectric plants. They furnish one-third of the Nation's big game and provide grazing for one-fifth of the U.S.-grown sheep, and one-eighth of our cattle.

One of the important uses, not anticipated in 1897, is for recreation. Millions of Americans hunt, fish, camp, ski, hike, and picnic in national forests each year.

Use of the forests for multiple purposes has worked well and has been in the public interest but the basic act has never been updated to recognize, specifically, these additional uses.

As a result, some of the uses approved by the Secretary of Agriculture have been challenged from time to time. Stockmen at times have complained that the Secretary had no business allowing the forests to be used for hunting and fishing. Recreation groups have argued that the Secretary should bar livestock from forests.

These bills before the House committee merely ratify the policy for multiple use of the forests which has been in effect for many years. It recognizes that forests may be used for outdoor recreation, range, timber, watershed, and wildlife and fishing purposes as well as for mining.

It permits the Secretary to decide in particular areas the relative value of each use—such as the use for wildlife as compared with the use for domestic animals or the use for timber as compared with use for recreation. This ratification by Congress of longstanding forest policies is vital to the develop-

ment of the West and is necessary to assure the maximum beneficial use of resources while, at the same time, protecting those resources from overuse and depreciation.

Mr. GRANT. Congressman Meyer I notice is here. Do you wish to make a statement or would you like to file it later?

Mr. MEYER. Mr. Chairman, I do not have any prepared statement. I came here because I am a professional forester, and I thought I might help you in any questioning that you might have. Otherwise I have no statement to make.

Mr. GRANT. If we have time later we will be glad to hear from you, if you have any comments to make on this subject.

Mr. MEYER. Thank you, Mr. Jack Brooks.

STATEMENT OF HON. JACK BROOKS, A REPRESENTATIVE IN CONGRESS FROM THE SECOND CONGRESSIONAL DISTRICT OF THE STATE OF TEXAS

Mr. BROOKS. Mr. Chairman, may I express, first of all, my personal appreciation and the appreciation of the overwhelming majority of people living in east Texas of your subcommittee's active consideration of legislation providing for statutory authority for the multiple-use management of our national forests.

You are most kind to consider my proposal along with your own and other similar bills in time for active consideration by both the House of Representatives and the Senate before adjournment this year. It is our hope in east Texas that legislation along these lines will be law by the time we all get home this summer.

The record of our national forests in east Texas is one in which we all can take justifiable pride. Years ago what we now know as the Angelina National Forest, for example, was a no-man's land of stumps. Since the 1930's we have planted more than 50,000 acres in pine and from a public liability has grown an invaluable asset to our people in additional timber resources and from the values of wildlife, water and recreational opportunities. The same progress has been made in the Sabine National Forest which also lies mostly in my congressional district.

This progress has been made possible, I believe, largely because the rudiments of multiple-purpose management have been practiced in these national forests since their beginning. I would submit, Mr. Chairman, that multiple-purpose management of these forests is essential if they are to continue to be sources of sustained renewable resources for our people. With multiple-use management there will be a sustained yield of trees, wildlife, water and recreational opportunities for all our people for years to come. This is an essential part of good stewardship of our public land.

Mr. Chairman, I support the multiple-use concept of management for our national forests and it is our hope in east Texas that Congress will formally endorse this concept by approving legislation along the lines your subcommittee is considering today. Personally, I am most concerned that the job gets done and you can be sure of my continued support whether the committee elects to sponsor the bill that I have introduced or your own similar proposal.

Thank you very much for giving me this opportunity to testify.

Mr. GRANT. Thank you. We will now hear from Congressman Joseph M. Montoya.

**STATEMENT OF HON. JOSEPH M. MONTOYA, A REPRESENTATIVE
IN CONGRESS FROM THE STATE OF NEW MEXICO**

Mr. MONTOYA. Mr. Chairman and members of the committee, I am very grateful for the opportunity of appearing before you this morning with respect to H.R. 10572 and the many other bills which have been introduced and which in general contemplate a long-range program of multiple use of our forests in this country. I respectfully urge earnest consideration of this legislation, and I would like to say that I endorse the principles of the bill wholeheartedly.

I cannot begin to try and impress upon the committee the inestimable value of such legislation to my State of New Mexico which, as all of you know, has acres upon acres of good land within the national forest system. Long-range planning on fire control, I think, would be of considerable significance since we have had much devastation in many of our areas. Also, we have been plagued with increasing insect hordes, particularly the bark beetle in the northern part of the State, and I have pleaded time and again for a more intensive program and additional moneys to adequately carry out the eradication of such insects.

I think the improvement of recreational facilities in our forest lands would be a tremendous morale factor to countless individuals and their families throughout my entire State, and I think the committee and the Forest Service will agree that there is much room for improved camping and picnic areas. New Mexico has had millions of visitors to our forest lands throughout the years, but with more facilities the visitor population would be increased tenfold. In that connection, I think the purposes of this bill envision more adequate, long-range planning of new access roads together with the maintenance thereof, and this feature is of extreme importance to New Mexico, not only with respect to visitors and recreation, but with respect to needed travel. We have had innumerable instances of closing of roads even for transportation of children by schoolbuses.

I do not want to take more time with the committee, since you have a number of other witnesses, but I would like to mention that stabilization of watersheds in my State is of prime importance, and the programs envisioned in this type of legislation would certainly assist greatly in this aspect. I know that the committee will hear from representatives of the New Mexico Association of Soil Conservation Districts and from the national association with respect to very greatly needed help in conservation practices.

Of course, we would also have the undoubted improvement on flood control measures which in recent years has become of more significance to our State than I can possibly tell you in the time allotted to me.

Again, I appreciate the opportunity of appearing before you, and I want to assure the committee that if there is any way my office can be of assistance toward promulgating the objectives of this legislation, I will be most happy to fully cooperate. Thank you.

Mr. GRANT. Thank you. Mr. Morris will be heard from at this time.

STATEMENT OF HON. THOMAS G. MORRIS, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF NEW MEXICO

Mr. MORRIS. Mr. Chairman, thank you for this opportunity to appear before your committee in support of H.R. 10572. I favor legislation to authorize and direct that our national forests be managed under principles of multiple use and be managed to produce a sustained yield of products and services. However, I should like to recommend and request that there be added to H.R. 10572 a provision that will assure the availability and maintenance of adequate access forest roads. These are essential to the practices of multiple use and sustained yield principles on national forest lands.

Management of our national forests under principles of multiple use and sustained yield are important to our entire Nation. By the year A.D. 2000, the population of the United States may reach 332 million persons, or more than double the 1950 census. The population of the 11 Western States may triple and the leisure time of individuals may increase by one-third. Our gross national product is also expected to increase more than five times by A.D. 2000.

Continuing pressure factors will create a greatly increased demand for more timber, more outdoor recreation facilities, and continued hunting and fishing opportunities, as well as rangeland for livestock and wildlife, availability of mineral resources, and wise land and water conservation. Greatly increased population growths and accompanying material and recreational needs are not just future happenings. They are already with us. In just 10 years our national population is expected to increase another 29,570,000 persons or by 16.4 percent.

The wide open spaces of our country are beginning to fill up. Urban congestion is already a thorny problem in thousands of areas, but our national forests, if well managed, represent a great opportunity to help serve the needs of all of our people. However, their possibilities for multiple uses must be developed properly.

One-twelfth of the total land area of the continental United States is in national forest land. The total area under Forest Service administration amounts to about 181 million acres, or slightly over 1 acre for each person in the United States. The natural forests produce or yield timber, water, forage, fish, game and other wildlife, and minerals. Under proper management soil and water can be conserved and used in the national forests. Dams and watershed projects therein can provide water in orderly fashion and help prevent floods in downstream areas.

Approximately 68 million acres of rangeland in the national forests are important to ranchers and to all of our people, particularly to meet the needs of a growing population for an increasing volume of meat, wool, leather, and other products.

Forest access roads help foresters reach and put out forest fires. They also provide access to vast areas for the enjoyment of millions of people and for the development of the various resources of the national forests. Thus, they are beneficial for the general welfare. Visits to the national forests in 1959 numbered 81,521,000, an all-time high, and an increase of 16 percent over 1958.

It is very important that multiple uses of national forests be preceded and accompanied by the coordinated planning of all of the various interested agencies so the highest and best uses shall have priorities and all justifiable uses shall be allowed in their proper proportions.

The long-range goal for timber from the national forests on an annual sustained yield basis is 21.1 billion board feet of sawtimber by the year 2000 which is about three times the 1957 sawtimber cut. This important goal can be achieved along with the other valuable multiple uses of recreation, water, and land conservation and use, forage, wildlife and game, and minerals development. All of these uses are becoming increasingly valuable to the growing needs of our people. Consequently, I strongly urge your support of H.R. 10572, with the added provisions for access roadbuilding and maintenance and safeguards for grazing rights.

Thank you.

MR. GRANT. We will now hear from Mr. Richard E. McArdle, Chief of the Forest Service.

**STATEMENT OF RICHARD McARDLE, CHIEF, FOREST SERVICE,
ACCOMPANIED BY EDWARD C. CRAFTS, ASSISTANT CHIEF,
FOREST SERVICE**

MR. McARDLE. Mr. Chairman and committee members, I am glad to briefly state the views of the Department of Agriculture on H.R. 10572 introduced by Mr. Grant. There are over 40 similar or identical bills introduced by other Members of the House including several members of this committee.

The bill was recommended by the Acting Secretary of Agriculture to the Speaker on February 5 of this year along with an accompanying letter of explanation and justification. The same recommendation was made to the President of the Senate. The Department of Agriculture recommends enactment and the Bureau of the Budget has approved submission of the bill to the Congress.

H.R. 10572 would do the following significant things:

- (1) Establish a policy of the Congress that the national forests are established and shall be administered for five named purposes: Outdoor recreation, range, timber, watershed, and wildlife and fish;
- (2) Direct the Secretary of Agriculture to develop and administer the renewable surface resources of the national forests for multiple use and sustained yield; and
- (3) Authorize cooperation with others in the development and management of the national forests.

The national forests have been administered for many years under the dual conservation policies of multiple use and sustained yield. There is no question as to the Department's authority to so manage the national forests, and the recommendation that this bill be enacted should not be so construed.

Why then is this bill needed? We believe there are four basic reasons:

- (1) There should be a statutory directive to administer the national forests under sustained yield;
- (2) There should be a statutory directive to administer the national forests for multiple use;
- (3) All the renewable surface resources for which the national forests are established and shall be administered should be named in a single statute; and
- (4) Enactment would help to implement the "Program for the National Forests" sent to the Congress a year ago.

There is no specific statutory recognition or directive to administer national forest resources on a sustained-yield basis. The references to a continuous supply of timber contained in the act of June 4, 1897, and the references to the principle of sustained yield contained in the regulations of the Secretary of Agriculture, in the "Forest Service Manual," and in the Sustained Yield Unit Act of 1944 are directed primarily to timber production. However, all of the renewable resources of the national forests should be, and are being, administered under the sustained-yield principle.

We are strongly of the opinion that there should be a statutory directive to administer the national forests for sustained yield of their several products and services because this would—

- (1) Give congressional recognition to sustained yield as a desirable principle of management;
- (2) Apply the concept of sustained yield not only to timber, but also to the other renewable national-forest resources; and
- (3) Protect national-forest resources from possible future over-utilization as the result of economic pressures, or those of single-interest groups.

As in the case of sustained yield, there is no specific statutory provision for multiple-use management of the national forests. Nevertheless, through a number of statutes, through numerous appropriation acts extending over many years, through court decisions and through policy statements, multiple use management of the national forests is widely known and widely accepted.

Two of the national-forest resources—water and timber—are named in the act of June 4, 1897, as purposes for which the national forests shall be established. The utilization of national-forest range resources by livestock has a broad legislative and administrative base, including specific recognition in several sections of the act of April 24, 1950, and in the act of October 11, 1949, the grazing regulations of the Department of Agriculture, Supreme Court decisions, the various annual appropriation acts, and the history of administration of the national forests. Authority to administer the wildlife and fish habitat resources of the national forests has been recognized in numerous appropriation acts and comes basically from the authority contained in the act of June 4, 1897, to regulate the "occupancy and use" of the national forests.

Recreational activities of the national forests are broadly based. As in the case of wildlife the act of June 4, 1897 is the basic authority even though it makes no specific reference to recreation. There have been more than a dozen specific enactments to provide for the use, development, or protection of recreation resources of the national forests. The earliest was the act of February 28, 1899, which provided

for the use of areas around mineral springs. The Term Permit Act of 1915 and others followed. Specific recognition of recreation as an authorized use of the national forests has also been given by Congress through provisions of funds for recreational developments on the national forests in the annual appropriation acts for at least 35 years.

Therefore, we believe it to be both timely and desirable to recognize in a single statute these multiple-use objectives now found in a variety of places, and to name each of the five major renewable natural resources as purposes for which the national forests are established and shall be administered. Such recognition would also serve as protection against excessive advocacy of single use. With the growing value of national forest resources, their increased use and accessibility, the pressures for single use of large areas of national forest land are growing tremendously.

Another reason why this legislation is needed is that it would support the "Program for the National Forests." This program was sent to the Congress about a year ago and hearings were held on it by this committee in May 1959. In both the letter transmitting the program to the Congress and in the program itself, it was made clear that supplemental legislation would be proposed to help implement the program as the need arose. Assistant Secretary Peterson, in testifying before this committee, stated:

Direct and clear statutory recognition of recreation, wilderness, and wildlife habitat as beneficial uses of the national forests, and a requirement that the national forests be managed under principles of multiple use and sustained yield may be found advantageous.

The "Program for the National Forests" includes all of the renewable resources of the national-forest system, and outlines both an interim program for the next 10 to 15 years as well as long-range objectives for the next 40 years. This program is popularly referred to as Operation Multiple Use. It is truly a multiple-use program. Enactment of this bill would contribute significantly to the achievement of these national forest program objectives and would help to assure the balanced development and use of national forest resources.

Although the bills currently before you have all been introduced in recent weeks, legislation to authorize and direct multiple use and sustained yield management of the national forests has been before the Congress in one form or another continuously since June 1957. At that time the Department of Agriculture in reporting on currently pending wilderness legislation, recommended a substitute bill which included language substantively similar in several respects to the bills before you today. Most wilderness bills subsequently introduced in both the 85th and 86th Congresses incorporate multiple-use and sustained-yield language for the national forests. Other bills dealing solely with this subject have also been before both the 85th and 86th Congresses.

Many individuals and groups endorse the policies of multiple use and sustained yield of renewable resources, and we believe most would support the basic objectives of these bills. We have received, however, numerous inquiries on two points on which I would like to comment.

The first point relates to the order in which resources are listed in lines 4 and 5 of page 1 of the bill. This question is usually raised

by those who prefer that the particular resource in which they are interested be named first with a corresponding inference of higher priority. Such reaction is understandable and reflects the fact that most national forest users are more interested in one resource than in the others.

As explained in the Acting Secretary's letter of transmittal of February 5, the resources were listed alphabetically and such listing has no significance insofar as the relative priority of one resource to another. One of the basic concepts of multiple use is that all of the five resources in general are entitled to equal consideration, but in particular or localized areas the relative values of the various resources will be recognized.

This is a fundamental point. We in the Department of Agriculture do not care in what order the various resources are listed, provided it is made abundantly clear either in the statute itself or in the legislative history that the resources will be given equal consideration in general and over the national forest system as a whole. If one resource, or two resources, are given priority over the other resources by statute, this strikes at the heart of the multiple-use concept and would be unacceptable to us. It would make impossible the continued management of the national forests for "the greatest good of the greatest number in the long run."

We recognize that priority of resource use will vary, locality by locality and case by case. The practice of multiple use requires equality under law with administrative discretion in application to particular situations.

A second and closely related point is whether this bill would change the historic role of the various renewable resources in national forest management. There are those who assert that the naming of timber and water in the act of June 4, 1897, gives these two resources statutory priority in national forest management over the other renewable resources of the national forests. With this we disagree.

The statutory base for management of the various resources as briefly recited above, the regulations of the Secretary of Agriculture, court decisions, appropriation actions of the Congress, and the long history of Forest Service management for over 50 years combine in our judgment to make it abundantly clear that no one resource, or two resources, consistently have priority over the others in the multiple-use administration that has been practiced for so long.

Numerous instances may be cited in national forest management where grazing of domestic livestock, recreation, or wildlife habitat development has been given priority in particular situations or localities over timber and water.

Thus, the recognition of these several renewable resources as of equal priority under the multiple-use concept is not a change in the historic pattern of national forest management. It is instead a reaffirmation and recognition by the Congress of what is already soundly based and long practiced. This legislation would neither downgrade nor upgrade any single resource.

The Acting Secretary's letter of February 5, transmitting this bill, covers in more detail some of the points which I have mentioned. In the interest of time and in deference to other witnesses who wish to be heard, that concludes my statement, Mr. Chairman.

Mr. GRANT. Thank you very much, Mr. McArdle.

I am glad that you brought out in no unmistakable language that there was no priority of one use over another use. There have been some rumors to the effect that there was some order of priority as to those. I want to thank you for this most excellent statement.

Mr. SHORT. I would like to say a word in commendation of the Chief of the Forest Service, Mr. McArdle. I happen to be a rancher as most of you know. I have been closely associated for a good many years with the management of grazing lands, and there has been considerable disagreement, as to the administration of grazing lands within the national forests. I am very happy to tell you that I believe that most of these disagreements have been largely disposed of under Mr. McArdle, by virtue of Mr. McArdle's very sane and sound and practical and sympathetic approach to the solving of these differences that have existed.

I did not mean to say that Mr. McArdle has acceded to all of the requests of the ranchers, but he has approached this in a practical, understandable manner.

Most of the ranchers are very pleased and are very satisfied with the way that it has been handled.

Mr. MATTHEWS. First of all, I want to thank you, for calling these hearings, Mr. Chairman, and to tell you how much I appreciate the work that was done by this committee several years ago when we made a trip out into the far western part of the country to help our colleagues there with some of their problems.

I want to say "amen" to everything that Mr. Short has said. Chief McArdle is an excellent administrator. I think we are all appreciative of the fact that he is objective.

In my own particular district we have a problem that has not been mentioned yet, which relates to naval stores products. We also have that problem in the southern part of Georgia and in other parts of the southeast. A couple of years ago some of our naval stores operators felt that the joint service was not giving their needs adequate attention in the Osceola Forest.

I appreciate very much the objective hearing that the Forest Service gave us in connection with that problem.

As you know, Chief McArdle, in my particular section of the country these naval stores operators must look constantly in the future to our national forests for their timber sources.

There is nothing in this proposed legislation that will change any of the objectives of these forests for this purpose, is there?

Mr. McARDLE. None whatever. Please permit me, Mr. Chairman, to thank both Mr. Matthews and Mr. Short for their generous words. Perhaps I recognize more than they do my shortcomings, I still have many to overcome. We have not yet achieved all of the objectives that we would like to have achieved in working with the people who use these public properties, but we are still trying and we are going to continue to try.

I would just like to say that their sympathetic attitude on this gives us a great deal of courage.

Mr. MATTHEWS. I have one more observation. And that is to praise the Southeastern Forestry Experiment Station and the Naval Stores Research Station both of which are in my district.

Mr. GRANT. I think that it goes without saying that every member of this subcommittee and, particularly, those who are interested in forestry and those who are from areas which have national forests are indebted to you as Chief of the Forest Service for your fine leadership and for the fine corps of assistants you have selected not only here in Washington but throughout the entire country.

My experience of a few years ago in visiting some forest areas convinced me that we have a group of men who are dedicated to the service.

Mr. DIXON. I would like to say for the committee's benefit that our Secretary faces an extremely difficult situation; namely, in the arid regions, where they have drought, and the misuse of the forests, that in the past have taken their toll. It becomes necessary for the Department to limit the number of livestock permits on those forest lands to people, probably, who are not to blame—many of them are the innocent sufferers—but it has to be done—it causes an extremely difficult situation for the Service.

And in many cases we have taken the easy way, instead of the right way, and the Forest Service is reaping the whirlwind in some areas due to those policies.

I appreciate the position of the Forest Service in taking the right way, although it is the hard way. I do not think that there are many people running for office who would dare do it, but these folks have done so. And I commend Mr. McArdle and his group, and expressly the men out in the field for standing on principle under terrific pressure.

I want to say that they have a regional office in my hometown of Ogden, Utah. I do not know how many they employ there, but it is a large number, and these men are among the finest citizens in our State. Much of the progress of our community can be traced to these wonderful men.

I would like to say this, too, as to Mr. Chester J. Olson, a wonderful man, who is in a very critical situation today. He is in the hospital. It seems like he is in very bad shape. I would like to ask the subcommittee to send a letter of appreciation to him, to cheer him a little, and to show him how close we are to him.

Mr. MATTHEWS. May I suggest that Dr. Dixon write that letter for us and say that we all join in it, in the hope that he will soon recover?

Mr. GRANT. Let me suggest that you get together with the clerk of the committee and do that, that it is the action of the subcommittee. He, certainly, did help us on the western trip.

Mr. McARDLE. Will you permit me to comment on Dr. Dixon's statement?

Mr. GRANT. Yes.

Mr. McARDLE. I would like to be on record publicly in reply to some of the comments that have come to my attention in recent years, although not so much in the last year or two, that the Forest Service would like to get rid of all grazing of domestic livestock on the national forests.

That is definitely not true. And I want to be on record publicly in saying so.

The grazing of domestic livestock is one of the important uses of these public lands. It was a use of these lands before they were made national forests.

Attention has been focused on the problem, because in some instances there have been too many livestock, or there have been other reasons why the land itself has been damaged by grazing. Those instances are not numerous, but the impression has gotten abroad that they are numerous, and that all grazing is harmful.

I would like to correct that impression. But in those instances of land damage, we must take action in discharging our responsibilities to you gentlemen of the Congress. It may not be a pleasant action; nonetheless we must take action. These people are our neighbors. It is not easy to do. But if we are to do what you expect us to do we must do it. We have tried to make these grazing adjustments over a period of time. We have to proceed somewhat carefully and cautiously. We much prefer to take the positive attitude of building the capacity of the range and are doing so now as rapidly as we can through reseeding and other management devices.

Mr. DIXON. I have a question that I should like to ask you with reference to an appeal from the decision ranger. They say that the final decision is made in the Forest Service. Would you make a statement for the record as to your procedure?

Mr. McARDLE. I think not many people are fully appreciative of the care with which we act on appeals.

Appeals from actions of any Forest Service officer involving contractual relations may be made in either of two ways when the appeal reaches the level of the Chief. It may be an informal appeal or it may be a more formal appeal, with a hearing record, with witnesses sworn, and with appellants represented by counsel, if they so desire.

Each such user of the national forest who desires to make an appeal may choose which route of this he wants to go.

In either course, he will get careful attention all along the line. Just briefly, if he does not like some decision that one of our local men has made he can ask him to reconsider that decision. If the Forest Service official does not reconsider, he can then appeal straight on up the line through the next superior officer until it reaches me.

I would like to assure you that when those appeals come to me, through either of the two courses of action I have mentioned, I will give them my most careful attention. If it is a formal appeal I will read every word of the testimony and I will make my decision as honestly as I know how.

Then if he does not like the decision which I have given or made, he can then appeal to the Secretary of Agriculture.

Mr. DIXON. He can go above the Forest Service?

Mr. McARDLE. Yes, sir.

Mr. DIXON. The second question is that I have noticed that the Bureau of Land Management, through the National Advisory Committee and local advisory committees seem to be using the advisory committees to a great extent. I am wondering what use you are making of those advisory committees, so that the livestock people can go out with your experts year after year and notice the deterioration or progress being made.

Mr. McARDLE. I expect we may have more advisory committees than any other single agency in the Federal Government. Some people think we have gone too far in that direction.

In the field of grazing of domestic livestock we have about 800 local advisory committees. These committees are, for the most part, very active. They take leadership during the year. We meet with them frequently, and we listen to their advice.

I should make it plain that we cannot yield our responsibility to any advisory committee to make final decisions. You have given us that responsibility and we shall not shirk it.

Mr. DIXON. That is correct. In my district there are a number of areas where the advisory committees have died out. We haven't brought the livestock people along with us. When the decision has been made to cut the rangers and livestock people are too far apart in their thinking, have you the right to revive those committees and to require them to get in action, so that you can get the full value of the advisory committee plan?

Mr. McARDLE. We have left that very largely to the judgment of our local people, but my personal opinion would be, as you have expressed it. I would like to see some committees reactivated. I would like to see more of this mutual consultation all along the line in the administration of all of the natural forest resources.

This last section of the bill was inserted, not because we need the authority for cooperation, but because we want to reemphasize our desire to do it.

Mr. DIXON. One way to eliminate part of your difficulty is to reseed and improve the range. I have seen in Wyoming and in parts of our State, magnificent examples of the value of range improvement.

How are your funds for reseeding or improving the ranges? That is a constructive way to go about it, so that the ranges are not destroyed, and so that the livestock people can continue to exist.

Mr. McARDLE. This is a subject I would like to talk on for a long time, but there are many other people here waiting to be heard.

Mr. JENNINGS. Would you yield for one question?

Mr. DIXON. Yes.

Mr. JENNINGS. Do you have any cooperative agreement whereby these people who are reaping the proceeds might do some of this re-seeding?

Mr. McARDLE. Yes, sir, many of them.

Mr. JENNINGS. Is there any restriction on the length to which they might go to reseed—is there a shortage of funds in that respect?

Mr. McARDLE. These cooperative agreements must be approved by us, but we in many places and with many of the permittees getting together are obtaining real improvement of the range. And the range permittees themselves contribute time and money, labor and material.

Mr. JENNINGS. Is there a shortage of funds in that respect, also, as well as in your appropriations here to reseed, as to their willingness to go along?

Mr. McARDLE. In fact in numerous instances, they are putting in about as much as we are.

Mr. DIXON. Is the Government keeping up with the local people in their desire to improve?

Mr. McARDLE. I would have to check on that. I do not know the answer to it offhand.

Mr. JENNINGS. You would not have any objection to their re-seeding?

Mr. McARDLE. It is not required, Mr. Jennings, that they match the funds. In many instances, they spend money and the Federal Government is not spending money on that particular allotment. No, sir, to answer your question.

Mr. JENNINGS. Where does the shortage exist then? Is it in your desire for these people to go ahead and do the reseedling, or does it exist because you do not have enough appropriations?

Mr. McARDLE. It is more of the latter, I think, but it also depends on the desire and ability of the individual permittees to cooperate. There is considerable variation in this respect.

Mr. McINTIRE. I would like to join with my colleagues in the strong words of commendation of your Service. I endorse it heartily. I have had a great deal of pleasure working with the Forest Service people on such matters and am very grateful for the fine cooperation of your associates. I think you have made a very clear statement as to the wording on lines 4 and 5 of the bill.

I make the further observation that within the framework of the wording itself, such as the words "range," or "watershed," or "wild-life," and so forth, in the management of this particular area, that it is not the purpose of this legislation or the purpose of the Forest Service to put priority within this area or into any area which is out of line with the total purpose of development and use and the current use within a specific area?

Mr. McARDLE. That is a correct statement.

Mr. McINTIRE. So that you have already stated that in the word "range" there is no reservation as to grazing, or as to the word "watershed" there is no reservation as to any particular practice or anything of that sort; that this is all a matter of decision within the context of multiple use and within what are sound practices within the areas as set forth in this bill. I should further like to state, Mr. Chairman, that I introduced H.R. 10600 which is identical to other bills before the subcommittee, hence, I support the principle of these bills. In addition, I would like to include a statement by the New England Council on the multiple-use principle.

Mr. GRANT. Without objection, that may be inserted in the record at this point.

(The document entitled "Draft—NEC Forestry Policy," follows:)

DRAFT—NEC FORESTRY POLICY

MANAGEMENT FOR THE FUTURE

New England's forests are among the region's most important natural resources, with more than three-quarters of the region's land area covered by trees. They are important not only for their direct contribution to the economy through the manufacture and sale of timber and other wood products, but also because they contribute to New England's popularity as a recreation area.

The council favors the present use and future development of New England's forest resources on a basis which will provide a continuing supply of wood for the manufacturing establishments relying upon them for raw material, and at the same time will maintain a forest cover capable of renewing itself with improved quality for the future.

The council believes the region's forests also can contribute to New England's popularity as a recreation area and to water conservation at the same time as they fulfill their prime purpose of providing raw material now and in the future under proper management and development. Such true multiple use of forested areas is practiced on many private and State-owned forests and on the Green Mountain and White Mountain National Forests.

The council is opposed to any measure (such as the so-called wilderness bill) which would impose a much more limited use for parts of these national forests by an additional and unnecessary Federal commission.

MR. GRANT. Mrs. May.

Mrs. MAY. I want to say this to Mr. McArdle. As a Representative of the State of Washington, of which a large part is devoted to national forests, I should like to tell Mr. McArdle what I have not yet had an opportunity to report to the members of this committee, that when I returned to my district this fall I had an opportunity to visit the Tieton and Naches Forest areas, located within 40 miles of my hometown. These areas are administered as multiple-use areas. Most of the multiple-use programs are in operation on one forest area.

The advisory committee in our area is very active. Represented on the committee are the business interests, the cattlemen, the lumbermen, and many others. On these trips they took pride in pointing out how the land was responding to proper use. Also what improvements were taking place in the beautiful recreational areas, the roads going into what were formerly inaccessible areas, built by lumber companies—and so on.

I felt the public relations were excellent so far as the Forest Service was concerned.

As Mr. Short has pointed out, there has been great progress in bringing formerly controversial issues into compromise. We are very proud of it, as well as very pleased with it. As one cattleman said to me, "It never occurred to me several years ago that I would be working so closely with and devoting so much time to trying to promote the interests of the national forest program."

Mr. McArdle, I want to congratulate you and the Forest Service on having accomplished this improvement in public relations.

In going into this legislation that we have now under consideration, we must recognize that we have many problems yet—but I believe we can succeed in reconciling our differences.

Mr. Chairman, I have several telegrams and letters, which I should like to have inserted into the record.

MR. GRANT. Without objection, they will be made a part of the record at this point.

(The matter referred to follows:)

TWISP, WASH., *March 15, 1960.*

Congresswoman CATHERINE MAY,
Washington, D.C.:

We heartily endorse H.R. 10465 and urge that you make our views known in hearing of the Subcommittee on Forests. We believe the best interests of the country and this community are served by the continuation of the multiple use program of the Forest Service and that further development of this concept should remain the sole responsibility of the Forest Service. To divide this authority would most certainly result in confusion, duplication of effort and expense, and achievement of much less than maximum benefit to the Nation as a whole. We are vitally interested in every aspect of multiple use and greatly dependent upon its fullest development. We have had excellent and continuous

cooperation from the Forest Service in planning and developing each phase of the program. We urge that it be insured for future generations by passage of H.R. 10465.

CHAMBER OF COMMERCE OF TWISP.

OMAK, WASH., March 15, 1960.

The Honorable CATHERINE MAY,
House Office Building,
Washington, D.C.:

Omak Chamber of Commerce heartily endorses proposal to make Forest Service multiple-use policy a matter of law. Would appreciate you or Walt informing us as to any further action we might take in helping to advance this proposal.

F. MALEY,
President, Omak Chamber of Commerce.

WEYERHAEUSER Co.,
Tacoma, Wash., March 9, 1960.

HON. CATHERINE MAY,
House of Representatives,
Washington, D.C.

DEAR MRS. MAY: Just recently the multiple-use bill, H.R. 10465, was introduced along with a companion bill, S. 3044. In the case of the House, the legislation was referred to the Subcommittee on Forests of the Committee on Agriculture, of which you are a member. My purpose in writing is to let you know of our general approval of the legislation and the purposes behind it, and also to express the hope you will do everything possible to further committee consideration and reporting. This is particularly important in view of the probability of a very short session in Congress and the limited time available for the passage of completely new legislation such as this.

The present enabling legislation regarding the administration of Forest Service national forest lands specifically mentions the management for a continuous harvest and for watershed purposes. During the early days of the Forest Service, as a part of the Department of Agriculture, the then Secretary of Agriculture directed a letter to Gifford Pinchot, the first Chief Forester, in which he stated the national forests were to be managed "for the greatest good for the greatest number of people." With this as a direction, national forest lands have been managed on a multiple-use purpose basis and this has been solidified by subsequent regulations which have been declared administratively. Multiple use, therefore, actually has become the administrative policy of the Forest Service and the purpose of H.R. 10465 is to solidify that policy through an act of Congress.

There has been some expressed opposition, though I do not believe very vigorous, on the basis of this legislation meaning that dominant use of commercial timberlands for timber growth and harvest would be minimized with the other uses expanded. This to me is not a very strong case because pressures for other uses are in the ascendancy and will be so whether this legislation is passed or not. Actually, in my opinion, the congressional mandate that would be established would lend strength to the maintenance of the dominant with compatible use theory of management and would be an important element of resistance to overemphasis on some uses if this directed authority is placed in the hands of the officials of the Forest Service.

Yours very truly,

BERNARD L. ORELL.

Mr. McARDLE. The national forests belong to all the people. Congress is our Board of Directors. We are very happy to have the type of advice from the groups that you mentioned, which is a little different from that which Mr. Dixon mentioned. These that you mention are multiple-use advisory councils.

Mrs. MAY. Yes.

Mr. McARDLE. We are having more and more of those.

Mr. JOHNSON of Wisconsin. I am new on this committee. There is one thing that I want to ask you about. How about the budget for your Department—it is in the Department of Agriculture budget, is it not?

Mr. McARDLE. Yes.

Mr. JOHNSON of Wisconsin. For example, how does your budget for this year compare with the budget for a year ago?

Mr. McARDLE. There is an increase in total that will amount to about \$22 million, counting the use that we will make of the receipts under our authority from Congress.

Mr. JOHNSON of Wisconsin. What is that?

Mr. McARDLE. Those are receipts for road construction and maintenance under authority from Congress—10 percent of our receipts may be spent for roads. Counting that, the appropriation proposed for this fiscal year is about \$22 million over last year's budget estimate.

Mr. JOHNSON of Wisconsin. I know that some departments have to do with the Small Watershed Act. I am very much interested in this. Do you come under the Small Watershed Act?

Mr. McARDLE. We participate in it.

The Soil Conservation Service in the Department of Agriculture has the leadership in that program, but we are one of several of the Department of Agriculture agencies participating.

Mr. JOHNSON of Wisconsin. If the national forests came under the Small Watershed Act, would the cost of the Small Watershed Act work come out of the money appropriated to the Forest Service, or from the Small Watershed Act?

Mr. McARDLE. It comes out of the Small Watershed Act appropriation.

Mr. JOHNSON of Wisconsin. Have you sufficient money in the appropriations to take care of all of the small watershed groups?

Mr. McARDLE. No, I do not think that we do.

Mr. JOHNSON of Wisconsin. Could some of the other programs be charged to any of the other departments or agencies?

Mr. McARDLE. When it is considered that we are attempting to administer 181 million acres of land, it does take quite a bit of money. Of course, it is not all outgo and no income.

This year we will take in from receipts from the sale of products and services about \$142 million, a portion of which is returned to the States and the counties on account of the Federal ownership.

Mr. JOHNSON of Wisconsin. Do you have a right to spend some of that for roads?

Mr. McARDLE. Yes.

Mr. JOHNSON of Wisconsin. What about the balance of it?

Mr. McARDLE. Twenty-five percent is paid to the States, 10 percent is available for roads, and the remainder goes into the Treasury.

Mr. JOHNSON of Wisconsin. How much less are you getting than you asked for in the budget?

Mr. McARDLE. We are getting what we asked for in the budget.

Mr. JOHNSON of Wisconsin. I mean, you in your Department make your recommendation to the overall Department of Agriculture for the appropriation you want—was that cut?

Mr. McARDLE. About \$19 million.

Mr. JOHNSON of Wisconsin. It was cut \$19 million. In other words, what you asked for in the Department was cut \$19 million?

Mr. McARDLE. I had better explain it this way, Mr. Johnson. The program for the national forests which we sent to the Congress last year would have called for an expenditure, an increase in the appropriation, of about \$41.3 million to fully implement the first year of the program. Of course, we made that recommendation—had already made it—and we were consistent in recommending it again, but we are not in a position where we can see the overall needs of the Federal Government.

Of course, we are aware that the President was trying very hard to balance the budget. We were not in a position to judge the merits of our request against other requests.

So we accepted it with good grace.

Mr. JOHNSON of Wisconsin. You have to accept it with good grace, do you not?

Mr. McARDLE. Yes.

Mr. JOHNSON of Wisconsin. You could not come up before the House Agricultural Appropriations Committee and say, "We got cut \$19 million and we would like to have it raised"—that could not be done?

Mr. McARDLE. We should not do it, no. But I suspect that you will find instances where, in one way or another, it has been done. I am not talking about my agency, Mr. Johnson. I am saying that we have supported the President's budget as we think we should.

Mr. JOHNSON of Wisconsin. The only reason I am asking you these several questions is that there are several things in which I am very much interested. I do not believe that the program can be carried out the way that it should be carried out with these cuts. I wondered what condition you were in, in your Department.

Mr. McARDLE. I think that we can do a very acceptable job with the appropriations which the House has granted and which I assume the Senate will, also, endorse.

Mr. JOHNSON of Wisconsin. How about the overall crash program that was referred to a few years ago—is that still going on?

Mr. McARDLE. This will implement about one-half—the increase is about one-half of what we needed, we thought, to fully implement the first year of the program—yes, it is going on.

Mr. JOHNSON of Wisconsin. You are about a third short?

Mr. McARDLE. About half of the increase needed for the first year—a great deal is going on now.

Mr. JOHNSON of Wisconsin. Because of my deep interest in the forestry program and the small watershed program and things like that, I am trying to find out about it. I happen to have missed out on the trip that the committee made to the national forests. I was not on the committee at the time.

I am very much in favor of your work. And I thank you very much.

Mr. McARDLE. Thank you.

Mr. McMILLAN. I want to say that because of the complete confidence I have in our chairman on this particular subject, I am ready to vote for his bill. I want to say that I have not had one letter in

opposition to the bill. We should report this bill out without too much delay.

Mr. HAGEN. I would like to join with the other members in commendation of your work.

On page 5 of your statement you state:

At that time the Department of Agriculture, in reporting on currently pending wilderness legislation, recommended a substitute bill, which included language substantively similar in several respects to the bills before you today.

I would gather from that that you would oppose the wilderness legislation?

Mr. McARDLE. We were not in favor of the original wilderness bill. As you know, of course, there have been many bills since then. Our attitude was, in general, in favor of wilderness legislation, but we did not feel that we could support the original draft bill. And we suggested a substitute bill and incorporated in that was a reference to multiple use. It was more general than this bill. This bill is specific.

Mr. HAGEN. I was wondering if it would be objectionable to you to add this enumeration of purposes of outdoor recreation, such as esthetic uses, and the like.

Mr. McARDLE. I do not think that there would be objection to that, but I would like to consider the questions carefully. We would consider that those purposes were covered by outdoor recreation.

Mr. HAGEN. I know that it can be implied, but would it not be better to be particular about it and specify it?

Mr. McARDLE. I am a little hesitant about going too far in suggesting subdividing these various items, because there are proponents of other uses who, also, would want to subdivide. And I just do not know where we would wind up.

Mr. HAGEN. We might perhaps have to cover all of the more or less economic uses.

Mr. McARDLE. We would consider outdoor recreation, if this answers your question, to encompass the esthetic uses of the forests, including wilderness and all other forms of outdoor recreation. That is definite.

Mr. HAGEN. Thank you.

Mr. JENNINGS. I do not want to leave the impression that I did not share the views of my colleagues here, and I want to express my appreciation for the very fine manner in which your Service has been operating, and the fine manner in which they have cooperated with me and my people in my district.

Mr. Chairman, I would like permission to insert in the record a list of names of individuals who have indicated they are in support of this legislation.

Mr. GRANT. Without objection, it will be made a part of the record at this point.

(The list of persons and organizations are as follows:)

LIST OF PERSONS AND ORGANIZATIONS WRITING TO EXPRESS INTEREST IN THE
MULTIPLE-USE FORESTS BILLS (JENNINGS BILL, H.R. 10818)

Beverly W. Stras, Jr., chairman, Commission of Game and Inland Fisheries, Commonwealth of Virginia.

E. D. Coburn, director, Department of Economic Development, Giles County, Va.

Herman L. Huff, executive secretary, Norton Area Chamber of Commerce, Virginia.

David R. Arrington, executive secretary, Virginia Wildlife Federation.

James A. Williams, editor, Southwest Virginia Enterprise, Wytheville, Va.

Others previously expressing strong interest in Forest Service work:

Officials of town of Marion, through the town manager, James W. Ritter, Jr.

Officials of town of Narrows, through the town manager, William P. Larew.

James F. Tindall, editor, Smyth County News, Marion, Va.

Leon Beville, Marion, Va.

MR. GRANT. Thank you, on behalf of the committee, Mr. McArdle, for your very fine testimony.

MR. McARDLE. Thank you.

MR. GRANT. Let us go off the record.

(Discussion off the record.)

MR. GRANT. Mr. McMillan.

MR. McMILLAN. My name is C. W. McMillan, and I am executive secretary of the American National Cattlemen's Association.

We would like for Mr. Horrell, a member of the American National Cattlemen's Association, who will not be here on Friday, to make a statement.

MR. GRANT. All right, we will be glad to hear you now.

MR. SHORT. I want the members to know that in my opinion Mr. Horrell is an extremely fine gentleman. All of these gentlemen are, and they all happen to be real good personal friends of mine. I have known them for a long time. I have had a long association with these gentlemen in the interest of sound agricultural legislation dealing with livestock problems.

May I present to the members of the subcommittee these gentlemen who are before you: Mr. C. W. McMillan, who introduced Mr. Louis P. Horrell, who is from Arizona, a member of the National Cattlemen's Association; next to him is Mr. Bob Lister, and next to him is a very distinguished gentleman, believe me, Mr. Fred H. Dressler, from Nevada, who is president of the American National Cattlemen's Association.

These people represent the range cattlemen who have one of the greatest primary interests in this legislation. It may be that they have a greater interest in this legislation because their existence as ranchers is more closely related to the forest lands than anyone I can think of.

As I have said before, and I will say now, their actual existence as ranchers in many instances depends upon the sound long-range use that can be made of the forest lands. I could not emphasize this more. If these lands could not be used for grazing, they could not exist. They are interested in upgrading the land. And for anyone to imply that they have never had that objective in view, is to give a wrong impression.

They want to harvest this grass if it is possible in the best interests of the longtime use of the land.

Again, I cannot overemphasize these gentlemen's interest in the longtime use of this land. Most of them have been on the ranches of the West for several generations. And most of them and their descendants intend to stay on these ranches for many, many more generations. They cannot do so, if they do not renew this land.

Let me say that, to me, these people have one of the greatest interests in this whole consideration.

May I say that we are on record for the need for soil conservation on privately owned lands in this Nation.

I believe serious consideration should continuously be given, as Mr. McArdle pointed out a few minutes ago, to see to it that Government agencies, having responsibility for the administration of public lands, carry out the necessary soil and water conservation practices. This is a Federal responsibility.

I would like to add this, that I graze my cattle on lands which are not in a true sense forest lands. They were acquired under a land purchase program, but the Forest Service now has the responsibility of administering those lands.

The Forest Service does not have at the present time anything more than a limited amount of funds to use for the improvement, even the maintenance of those lands.

The grazing association, of which I happen to be a member, last year spent many thousands of dollars on a water development program. I know our ranch—through its membership in the association—contributed in excess of \$500 to build some water development improvements on the land.

So if anybody thinks that the ranchers themselves are not willing to help, and that they are not contributing to the improvement and development of these lands he certainly has a misconception.

I am sorry to have taken so much time in these remarks. I am very happy to present the gentlemen to you.

Mr. GRANT. We thank you, Mr. Short. You may proceed.

**STATEMENT OF LOUIS HORRELL, GLOBE, ARIZ.; ACCOMPANIED BY
FRED H. DRESSLER, GARDNERVILLE, NEV., ROBERT LISTER,
PRIMEVILLE, OREG., AND C. W. McMILLAN, DENVER, COLO.**

Mr. HORRELL. Mr. Chairman and members of the committee, my name is Louis Horrell, of Globe, Ariz. I am speaking as a member of the legislative committee of the American National Cattlemen's Association. This association has a membership which includes 138 State, local and regional cattlemen's associations and thousands of individual cattlemen members. Most of these members are in the Western States.

We want to express our approval of such bills as H.R. 10572. These measures, as you know, would direct that the national forests be managed under the principle of multiple use, and their further purpose is to promote a sustained yield of products and services in the national forests.

Multiple use, as we who use the forests for grazing have always thought of it, also provides for other uses—usually right on the same land—such as recreation, wildlife, mining, water development, wilderness and timbering.

We who have been close to the forests for many years have seen that such a manner of administering the forest lands is entirely practical, and we can think of no substitute for it if the people are to enjoy the use and benefits of the vast forest areas and if our renewable and nonrenewable resources are to be harvested in a wise manner. Often the Forest Service employs the multiple-use principle in such a way as to put the land to its best and highest use, as conditions warrant, while not entirely voiding possible other potential uses such as might be the case if areas need to be set aside specifically for single use.

I might point out that all these uses are of benefit to the communities and areas dependent upon them, and to the public at large. In the case of grazing, meat and fiber is furnished to the public, and local governments and economies are strengthened by taxes on private contiguous ranch property, by the return to counties of some of the grazing fees, and by the expenditure in the areas of such fee moneys as are used for range development.

We feel that multiple use has furthered true conservation which we believe means getting the greatest value from the various areas of the public lands without impairing, but in many instances improving, their ability to keep on giving these values.

Incidentally, we urge a slight change in the wording of the bills. That is that the word "range" be changed to "grazing" so that reference to that particular use will be in conformity with the terminology of the other uses mentioned.

Although the multiple-use principle has been employed on the national forests and other public lands for many years the words have never actually been written into law; but there is strong precedent for it, and through the years it has been accepted by both administrators and users, and no more fair means of management has been found. Water and timber use are named in a forestry act of June 4, 1897, as purposes for which the forests are established. Grazing is recognized in several sections of the act of April 24, 1950, as well as in Supreme Court decisions and appropriation acts. Recreation and wildlife have been recognized in numerous appropriation acts and come from the authority of the act of June 4, 1897.

Multiple use of the national forests which belong to the public gives all manner of users an equal right—as equal as circumstances can make it. This is entirely in keeping with our way of life. Because of the fairness of this kind of management and the practicality of it, the people should be assured that it will continue, and H.R. 10572 would do this. Otherwise, it is possible that some untried or novel means of management of the public land might be proposed and adopted that would make a mockery of the term "public" land.

We respectfully request that your committee will approve this sound piece of legislation.

Mr. GRANT. Thank you very much.

Mr. SHORT. May I add just a little bit to what Mr. Horrell said?

He stated that most of the membership is in the Western States. That is certainly true. But is it not true, also, that presently there are many livestock organizations, both State and local, in the eastern and, particularly, the southeastern part of the United States that are now very active participating members?

Mr. HORRELL. Yes, sir.

Mr. SHORT. That is, in the American National Cattlemen's Association. And I would like to add right here that the next president of the American National Cattlemen's Association in this organization will be a very distinguished gentleman from the State of Florida.

Mr. HORRELL. Yes, sir.

Mr. MCINTIRE. May I make an observation for the benefit of you gentlemen who are representing this very important part of our total American agriculture in an area that has a deep interest in the management of the forest lands. It is this: How much, as one member of

the committee, and I am sure that my colleagues join with me, we appreciate having Mr. Short as a member of our committee. It is an extreme advantage for us to have him among the membership of this committee, a man who knows so thoroughly the problems and the areas of interest of the cattlemen and the ranchers of this country.

I did want to express this to you gentlemen, so that you would know that we appreciate having on our full committee, as well as on the subcommittee, a man who is so completely versed in the areas of your own interest.

Mr. GRANT. In other words, he is "Short" in name, and "long" in knowledge.

Mr. McINTIRE. Right. [Laughter.]

Mr. GRANT. Thank you again, gentlemen, so much.

Mr. LISTER. I would like to say for the cattlemen of the United States that we are very, very happy that Mr. Short is on your committee.

Mr. GRANT. We will now hear from you, Mr. Hammerle.

STATEMENT OF WILLIAM C. HAMMERLE, FORESTER, AMERICAN PULPWOOD ASSOCIATION, NEW YORK, N.Y.

Mr. HAMMERLE. Mr. Chairman and members of the committee, we appreciate this opportunity to appear before this committee to present a statement for the American Pulpwood Association on H.R. 10465.

My name is William C. Hammerle and I am appearing as forester of the American Pulpwood Association with headquarters at 220 East 42d Street, New York N.Y. The American Pulpwood Association is composed of pulpwood producers, dealers, consumers, and others directly or indirectly concerned with the growing and harvesting of pulpwood.

The pulp and paper industry members of our association are responsible for a major portion of the pulpwood consumed in the United States. All our members are very directly concerned with the continuing development, use, and renewal of our privately and publicly owned forests to meet the Nation's increasing economic needs for pulp, paper, paperboard, and other forest products. The pulp, paper, and paperboard industry harvests 80 percent of its raw material supplies from lands other than those company owned, including pulpwood harvested from the national forests in all sections of the country.

In 1959, pulpwood consumed by the industry in the United States totaled nearly 39 million cords. Of this amount approximately 1 million cords were harvested from the national forests. While this is a small percentage of the total, it should be recognized that the annual harvest of pulpwood from the national forest lands has been steadily increasing.

Our industry, considering the long-range development of the national forests under sustained-yield management, looks forward to a constant, material increase in the harvesting of pulpwood from the national forests in the future to meet the ever-growing demands of the Nation's economy for pulp, paper, and paper products. Accordingly, our industry is very much concerned with the policymaking legislation affecting the national forests such as this bill.

The bill under consideration today, H.R. 10465, proposes to authorize and direct that the national forests be managed under principles of multiple use and to produce a sustained yield of products and services, and for other purposes.

Our industry owns less than 5 percent of the total commercial forest land in the United States. In the intensive management of its own lands, the principal objective is the growing and harvesting of continuous crops of trees. At the same time, it provides for other uses and services, including watershed protection, recreation, wildlife, grazing, and other related natural resource values in a manner compatible with its primary aim of private forest land management. The public use and enjoyment resulting from these related benefits constitute multiple use of these industrial forests.

The pulpwood industry is, therefore, in full accord with and supports the principles of multiple use and sustained yield of products and services as applied to the national forests. Actually, their application is not new. We fully recognize that the U.S. Forest Service has administered the national forests for a long time under these policies of multiple use and sustained yield.

The Forest Service has been quite successful in coordinating the various other public uses and services with the basic and fundamental objectives set forth by the Congress for the establishment of the national forests, namely, to improve and protect the forest, secure favorable conditions of waterflow, and furnish a continuous supply of timber for the use and necessities of citizens of the United States.

Assistant Secretary E. L. Peterson, in his letters of February 5, 1960, to the Speaker of the House of Representatives and the President of the Senate specifically stated that:

The order in which the resources or uses are enumerated in the bill is merely alphabetical and has no significance insofar as the relative priority of one resource to another—

and further that—

Statutory recognition of multiple use would serve not only to recognize each of the resources named in the bill, but also as a protection against advocates of single use. * * *

It seems apparent that the Secretary of Agriculture's Office and the Forest Service are concerned lest the alphabetical listing in section 1, lines 3 to 6, may be misinterpreted as establishing priority superseding the original concept and policy of the Congress in establishment of the national forests as set forth in the original act of June 4, 1897, and later the Weeks law of March 1, 1911. Our industry is also concerned on this point for this bill is major legislation setting forth the policy of the Congress.

The pulpwood industry sincerely hopes that this committee will take such action as necessary to clarify the interrelation of the products of the forests and the uses and services obtained from the national forests. It is our opinion that unless this is done there could be greater rather than less pressure from advocates of single use, and increasing conflicts as to their relative values on localized areas. Since their determination must be by administrative action, this would result in a loss in administrative efficiency.

This and other misunderstandings would be avoided by inserting in the bill in section 1 preceding the last sentence the following:

Nothing in this act shall be construed as affecting the basic policy for establishment of the national forests as set forth in the act of June 4, 1897 (30 Stat. 35) (purpose of the National Forest Act of June 4, 1897 (30 Stat. 35; 16 U.S.C. 475).

No public forest reservation shall be established, except to improve and protect the forest within the reservation, or for the purpose of securing favorable conditions of waterflows, and to furnish a continuous supply of timber for the use and necessities of citizens of the United States * * * but the provisions herein are supplemental thereto.

The pulpwood industry is in favor of providing statutory recognition and authority enabling the Secretary of Agriculture to administer the national forests for sustained yield of their several products and services under principles of multiple use, and the inclusion of services and uses not included in the basic policy for establishment of the national forests but for which authority has been recognized under succeeding acts, including various appropriations acts, and in Supreme Court decisions.

The industry favors passage of H.R. 10465 with such amendments as needed to clarify the interrelation between the various products, services and uses in the development, protection, and management of the national forests and urges favorable consideration of the above amendment suggested to bring about this clarification.

Mr. GRANT. Thank you very much for your very fine statement, sir.

Mr. HAMMERLE. Thank you.

Mr. GRANT. Mr. McIntire?

Mr. MCINTIRE. I simply want to add that in the northeast we have a number of interests that are associated with the American Pulpwood Association. I want to say for the record that many of them have communicated with me and expressed the view as set forth by Mr. Hammerle, so that this part of their interest has been well expressed, I think, to the members of the committee and will be taken under consideration.

Mr. GRANT. Our next witness is Mr. Glascock, forest counsel for the Western Forestry & Conservation Association.

STATEMENT OF H. R. GLASCOCK, JR., COUNSEL, WESTERN FORESTRY & CONSERVATION ASSOCIATION

Mr. GLASCOCK. Mr. Chairman and members of the Subcommittee on Forests, I am H. R. Glascock, Jr., of Portland, Oreg., forest counsel of Western Forestry & Conservation Association. This association, with a distinguished 50-year history of promoting increased productivity of all western forests through cooperative effort of public and private forestry agencies, wishes to commend the U.S. Forest Service for its leadership in utilizing the concept of multiple use on our public forest lands. We believe that only under this concept can our Federal forest lands continuously contribute the greatest sum of social and economic benefits to the people, their stockholders.

The association supports the principles embodied in H.R. 10572 of Congressman Grant and in similar bills. We believe that this legislation can be further strengthened by clarification of its relationship to, and effect upon, the basic purposes for which national forests are

established as set forth in the act of June 4, 1897 (30 Stat. 34, 35, 36; U.S.C. 471-478, 551). Surely the Congress will want to have it made clear that the new act is within and supplemental to, but not in interference with, the basic act of 1897.

That is the end of my prepared statement, Mr. Chairman. I would like to add one remark, if I may.

Our association has a standing committee on land uses. It is called the Western Forest Land Use Committee. They have been giving a great deal of consideration to this matter of multiple-use legislation. The committee is composed of quite a distinguished group representing diverse ownerships and interests in the forests of the West, public and private. They have prepared an alternate bill which has not yet been approved by our association, but I think that the bill would be of interest and possibly be of help to this committee. And for that reason I would like to ask that we either submit it into the record in writing or read it, as you wish. It is very short.

Mr. GRANT. You may read it.

Mr. GLASCOCK. It is as follows:

A BILL To establish a policy of Congress with respect to management of the national forests

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That it is the policy of Congress that national forest lands be managed for continuous availability of products and services for the needs of a progressive economy giving due consideration to the relative value and social benefits of each, including timber, water, forage, minerals, recreation, scenery, wildlife, wilderness, and other values, in order to increase the benefits, present and future, from these lands.

The Secretary of Agriculture is hereby authorized and directed to cooperate with all Federal, State and local agencies to achieve these ends.

The purposes of this act are further declared to be within and supplemental to but not in interference with the purposes for which national forests are established as set forth in the act of June 4, 1897 (30 Stat. 34, 35, 36; U.S.C. 471-478, 551).

Nothing herein shall be construed to affect the authority of the Secretary of the Interior provided by law with respect to mineral resources.

That is not the official position of our association as yet. We are expecting action on it by our board of directors in the near future, but we do feel that it may be of help to this committee.

Thank you.

Mr. GRANT. Thank you very much for your statement.

We have a quorum call to the floor of the House; however, if there is anybody who has a short statement, we will hear him.

Mr. WILLIAMS. I have a statement that will take about 4 minutes to read.

Mr. GRANT. You may proceed.

STATEMENT OF WILLIAM A. WILLIAMS, CHAIRMAN, PUBLIC LANDS COMMITTEE, NATIONAL ASSOCIATION OF SOIL CONSERVATION DISTRICTS, SANTA FE., N. MEX.

Mr. WILLIAMS. My name is William A. Williams, of Santa Fe, N. Mex. I am chairman of the Public Lands Committee of the National Association of Soil Conservation Districts. As a matter of principle and practical operation, the Soil Conservation Districts of America

are concerned with the intensive rehabilitation of the public lands and with their maximum multiple use for all the people of the country.

The National Association of Soil Conservation Districts favors enactment of H.R. 10572 and companion bills to authorize and direct that the national forests be managed under principles of multiple use and to produce a sustained yield of products and services.

In the United States there are more than 2,865 soil conservation districts. The affairs of these districts are managed by more than 14,000 elected soil conservation district supervisors, working together through our national association.

As a part of this statement, I would like to include a portion of our public lands statement of policies adopted by our association more than a year ago:

PUBLIC LANDS POLICY, NATIONAL ASSOCIATION OF SOIL CONSERVATION DISTRICTS

The NASCD holds that public lands are held in trust and must be devoted to the highest possible use for the permanent good of all the people, recognizing sustained yield and multiple use of renewable natural resources as basic principles of public land use and management, and recognizing further that water rights established under State laws must be taken into full account in all planning concerned with conservation and development on public lands.

Although I believe all the members of this subcommittee are familiar with the operations of soil conservation districts, let me say that all districts are furnished with technical help from the Soil Conservation Service, under memorandums of understanding with the Secretary of Agriculture. In the West, districts also get important assistance from the public land management agencies.

We must rely on the public land management agencies to provide a major source of our help in many localities of the West because our conservation problems and erosion damages occur, to a large extent, on the public lands. We need and receive the active cooperation of the land administering agencies because, without such cooperation, our district programs cannot be fully effective.

We recognize the National Forest Service as one of the truly great agencies of the Federal Government. As we read section 1 of the bill it would declare, as the policy of the Congress—

that the national forests are established and shall be administered from outdoor recreation, range, timber, watershed, and wildlife and fish purposes. Nothing herein shall be construed to affect the authority of the Secretary of the Interior provided by law with respect to mineral resources.

We trust that the listing of purposes will not be construed as an order of priority or as a rating of the relative importance of the affected resources. As we understand it, the listing in the bill is simply alphabetical. In any given location, any one or a combination of the resources might be relatively more important than the others.

As we read section 2 of the bill, we are confident the administration will surely give ample consideration to water resources in all instances, as well as the other important resources as they apply.

We agree wholeheartedly with section 3 of the bill.

Conservation is the orderly protection and development of renewable natural resources for highest sustained use and yield. The future of the United States is dependent on the wise use and the care of our land and water resources. Hardly anyone quarrels with this

statement any more. We realize a large share of our future growth and economic well-being is dependent on the wise and full use of our national forests.

We urge the committee to give favorable consideration to H.R. 10572.

Mr. GRANT. Thank you very much.

Mr. WILLIAMS. Thank you, Mr. Chairman.

Mr. GRANT. We have a quorum call. We will have to recess at this time, and we will recess until 10 o'clock Friday morning in this room.

(Thereupon, at 12:10 p.m., the subcommittee recessed, to reconvene Friday, March 18, 1960, at 10 a.m.)

NATIONAL FORESTS—MULTIPLE USE AND SUSTAINED YIELD

FRIDAY, MARCH 18, 1960

HOUSE OF REPRESENTATIVES,
SUBCOMMITTEE ON FORESTS OF THE
COMMITTEE ON AGRICULTURE,
Washington, D.C.

The subcommittee met at 10 a.m., pursuant to recess, in room 1310, New House Office Building, Hon. George M. Grant (chairman of the subcommittee) presiding.

Present: Representatives Grant, McMillan, Matthews, Jennings, McIntire, Dixon, Teague of California, and Mrs. May.

Also present: Representatives Jones of Missouri, Short, and Pirnie. Christine S. Gallagher, clerk; and Hyde H. Murray, assistant clerk.

Mr. GRANT. The committee will come to order. We will continue the hearing on H.R. 10572 and related bills.

We have with us this morning our colleague, Mr. Clem Miller of California. We will be very glad to hear from you now.

STATEMENT OF HON. CLEM MILLER, A REPRESENTATIVE IN CONGRESS FROM THE FIRST CONGRESSIONAL DISTRICT OF THE STATE OF CALIFORNIA

Mr. MILLER. Mr. Chairman and members of the committee, I appreciate the opportunity to add my voice to those of the other Congressmen who have supported this very fine legislation.

I am a strong supporter of legislative and statutory sanctions in relation to the national forests, and I know there has been no such legislation passed since the 1897 act.

I hope that this bill and the supporting bills will not be considered as exclusive of the functions of the Forest Service.

I also know the difficulties that have arisen in explaining the true meaning of the words "multiple use," as to whether they are confined to a broad or small area. I myself would like to see a bill in which we could avoid the use of this particular phrase, but certainly to embody all of the functions which are described in the first section of the bill.

Mr. Chairman, I would like the privilege of introducing a statement into the record later, if I may.

Mr. GRANT. Without objection, the statement may be filed for the record, sir, and will be included in the record at this point.

Mr. MILLER. I certainly appreciate the opportunity of appearing here this morning in support of this bill.

(The prepared statement of the Honorable Clem Miller follows:)

TESTIMONY OF HON. CLEM MILLER, FIRST DISTRICT OF THE STATE OF CALIFORNIA

Mr. Chairman, I appreciate this opportunity to appear here this morning in support of your bill, H.R. 10572, which has as its purpose the defining of U.S. Forest Service mission.

✓ Today I plan to introduce a companion measure to H.R. 10572. There are certain differences between the bill I plan to introduce with H.R. 10572. Among the policies required of the administration of the national forests, I have added at line 5: "and the promotion of sound forest ecology."

There is a definite purpose in including this language. At the present time there is considerable controversy raging over the establishment and continuation of wilderness and primitive areas. Popular justification for their maintenance has generally rested on usefulness as recreation. However, this is an inadequate base of support in my mind. So-called wilderness areas may actually, and should in fact be justified by reason of forest ecology. This is a broader, more significant purpose than that embraced by the phrase "watershed management," or any other. This matter has been discussed with natural resource specialists at the Library of Congress. To them "forest ecology" is a significant and important term. Wilderness areas which may be justified in terms of "forest ecology" is much more palatable than in terms of more limited purposes. It is also closer to the genuine purpose for such use.

As I have indicated earlier, I heartily endorse the purposes of this bill. It is essential that the functions and mission of a Federal agency be given specific legislative sanction. I also heartily approve the purposes as defined. However, I feel that use of the phrase "multiple-use" is unwise and unnecessary. "Multiple-use" has become a battleground. Even those who agree on all of the purposes enumerated resent the use of the phrase. The reason is a logical one. No one can agree on the geographical area to be covered. The Forest Service means the broad sweep of forest lands under its custodianship. The constituent of mine is thinking in his own subjective terms about a few specific acres a few miles from his home. Multiple use of these few acres makes no sense. These are probably reserved for a single use. By misunderstandings such as this resentment grows. It means that hours which might be profitably spent must be wasted in fruitless wrangling over the meaning and usage of "multiple use." I think the term should be abandoned. I have suggested alternative language in section 2 of the bill for this reason.

Thirdly, I believe there is some awkwardness and confusion of the phrase at line 2 of page 2 of the bill. In our anxiety to include all possible situations, the overall meaning may be weakened or destroyed. What "services" are administered by "sustained yield?" What is clearly the historical meaning of "sustained yield?" It is quite clearly the sustained yield of timber and rangeland while maintaining values. It is accomplished by the proper management of soil and water, and by proper methods of harvesting. One can speak of a "sustained yield" of recreation, or fish and wildlife, but this is not a familiar reference, and it weakens the effect of its meaning with timber and range.

Since this is to be a definitive statement, with tremendous importance for the future, it is my considered opinion that the language should be as precise as possible, as meaningful as possible.

I would therefore suggest that the "sustained yield" clause be reworked as a separate sentence, possibly in the manner of my bill. I suggest that sustained yield refer to those elements familiarly associated with it. If it be deemed necessary to cover other elements such as fish and wildlife or recreation, it should be done with a separate sentence, using descriptive verbs that are ordinarily associated with them. I do not see the necessity for any such language. We are concerned with establishing the mission of "sustained yield" use within its familiar and accepted meaning. Anything further is superfluous.

Finally, I believe that a fourth section should be added to the bill disclaiming any intent to be all-inclusive. Section 4 should state that this bill will alter such other functions as may devolve upon the Secretary of Agriculture as may be required in the proper administration of our national forests.

Mr. GRANT. We again thank you very much for your testimony and your interest.

The next witness is Mr. Louis S. Clapper, Acting Conservation Director of the National Wildlife Federation. We will be glad to hear you now, Mr. Clapper.

STATEMENT OF LOUIS S. CLAPPER, ACTING CONSERVATION DIRECTOR, NATIONAL WILDLIFE FEDERATION, WASHINGTON, D.C.

Mr. CLAPPER. Mr. Chairman and members of the committee, I am sure that Mr. Kelly would want me to extend his personal regards to you. As you know, he is the president of our Association.

Mr. GRANT. Thank you very much. I know of Mr. Kelly's great interest in this type of legislation. We are certainly glad to have you with us this morning.

Mr. CLAPPER. In the interests of saving the time of the subcommittee, I would just like just to make a brief summary of the statement which you have before you and say that the National Wildlife Federation in Dallas, Tex., earlier this year adopted a resolution which basically endorses this bill, that is, the principles of this bill. And we therefore would respectfully recommend that the committee give favorable consideration to it and the other identical bills.

We would also suggest that the committee alter the first sentence of section 1, to read as follows:

That it is the policy of the Congress that the national forests are established and shall be administered for the uses of outdoor recreation, range, timber, watershed, wildlife, fish and wilderness purposes.

We believe that wilderness preservation long has been a policy of the U.S. Forest Service and specific recognition of it as one of the multiple uses of national forests would appear to be in order.

We would suggest that the committee make it clear that this bill would not affect the continuing responsibility of State wildlife agencies to manage fish and wildlife in national forests.

That is my statement, Mr. Chairman.

A representative of our California Wildlife Federation, Mr. Difani, will be a later witness here this morning.

Mr. GRANT. Thank you very much for your appearance. Your statement will be made a part of the record at this point.

(The prepared statement of Louis S. Clapper follows:)

STATEMENT BY LOUIS S. CLAPPER, ACTING CONSERVATION DIRECTOR, NATIONAL WILDLIFE FEDERATION, WASHINGTON, D.C.

Mr. Chairman, the National Wildlife Federation is composed of 50 affiliates in 49 States and the District of Columbia. These affiliates are made up of more than 2 million individual sportsmen-conservationists.

The National Wildlife Federation, in annual convention at Dallas, Tex., March 6, 1960, adopted a resolution which reads as follows:

"MULTIPLE USE OF NATIONAL FORESTS

"Whereas the National Wildlife Federation represents sportsmen having a deep interest and concern over the management of public land resources and this concern is for water development, camp and picnic areas, wildlife habitat development and protection, access to public lands as well as for wilderness enjoyment, watershed protection and flood prevention and the long-time production of tangible resources on which our economy is based including wood, forage, and minerals; and

"Whereas the Congress of the United States is considering a 'Program for the National Forests' which provides for the development and protection of the national forests under a multiple-use plan on an intensified basis; and

"Whereas the development of recreation, wildlife habitat and access facilities on the national forests has not kept up with the needs of an expanding population and is now urgently in need of implementation: Now, therefore, be it

"Resolved, That the National Wildlife Federation endorses the multiple-use program for the national forests and urges the Congress to finance it at a rate which will assure its completion prior to 1970; and be it further

"Resolved, That the national forest concept of multiple-use management to so manage public lands, is further endorsed and supported."

Therefore, Mr. Chairman, we respectfully recommend that the committee give favorable consideration to H.R. 10572 and the other identical bills.

It is suggested, however, that the committee alter the first sentence of section 1 to read as follows: "That it is the policy of the Congress that the national forests are established and shall be administered for the uses of outdoor recreation, range, timber, watershed, wildlife, fish, and wilderness purposes."

Wilderness preservation long has been a policy of the U.S. Forest Service and specific recognition of it as one of the multiple uses of national forests would appear to be in order.

It also is suggested that the committee consider making it clear that this bill would not affect the continuing responsibility of State wildlife agencies to manage fish and wildlife on national forests.

Thank you, Mr. Chairman, for the opportunity of appearing here today.

Mr. GRANT. Our next witness is Mr. Ralph Hodges, director of the Forestry Division, National Lumber Manufacturers Association, who is accompanied by Mr. Alf Nelson.

We will be glad to hear you now.

STATEMENT OF ALF NELSON, DIRECTOR, INDUSTRY-GOVERNMENT AFFAIRS DIVISION, NATIONAL LUMBER MANUFACTURERS ASSOCIATION, WASHINGTON, D.C.

Mr. NELSON. Mr. Chairman and members of the committee, my name is A. Z. Nelson and I am director of the Industry-Government Affairs Division of the National Lumber Manufacturers Association, with headquarters in Washington, D.C. We appreciate very much the opportunity to express our views at this time to the subcommittee.

I wish to introduce to you the director of our Forestry Division Mr. Ralph Hodges. Mr. Hodges has a prepared statement that he wishes to read to the committee expressing the views of the National Lumber Manufacturers Association. And following his presentation we will both be available for any questions that the subcommittee may have. We will be very happy to try to answer them.

Mr. GRANT. Thank you, Mr. Nelson. We will be glad to hear from you now, Mr. Hodges.

STATEMENT OF RALPH D. HODGES, JR., DIRECTOR, FORESTRY DIVISION, NATIONAL LUMBER MANUFACTURERS ASSOCIATION, WASHINGTON, D.C.

Mr. HODGES. Mr. Chairman and members of the committee, my name is Ralph D. Hodges, Jr. I am director of the Forestry Division of the National Lumber Manufacturers Association, which is a federation of 16 regional, species, and products associations representing the lumber manufacturing industry in all parts of the United States.

Broadly stated, the lumber industry is generally in favor of the intent expressed in H.R. 10572, and similar bills requested by the

administration, to give statutory authority to multiple-use management of the national forests. While we support the basic principle of multiple use of land we believe that the statement of the concept in statutory language should be made so clear that there will be no question about the purpose of national forest management.

MULTIPLE-USE POTENTIAL

The national forests comprise a forest property of 181 million acres appraised at \$7 billion, most of which is in the West. They are capable of producing a return to the Federal Government of many million dollars annually over and above operating costs when placed under intensive forest management. Admirable progress is being made in this direction. At the present time, however, our national forests are operating at only about one-third of their known potential capacity. Costs of protection and management exceed returns by more than \$40 million annually. With direction and support from Congress the national forests could produce goods and services on a multiple use and sustained yield basis, and at the same time, return substantial sums to the Treasury. We want to support legislation which will insure that our national forests are managed to make their fullest practical contribution to the economy of the United States.

With increases in population, leisure time, income, and with faster travel, more consideration is being given to recreation. Last year the national forests provided 81 million man-days of recreation. During the same period about 8 billion board feet of timber was harvested from the national forests. The growing, harvesting, and processing of this national forest product provided several hundred million man-days of livelihood. Recreation, like the other uses, is generally compatible with forest management and timber and water production.

THE MULTIPLE-USE CONCEPT

Since trees planted today may not be harvested for many years, forest managers need clear objectives in order to plan for future crops. For this reason we believe the basic 1897 law under which the national forests are managed should not be superseded or amended to diminish the priority given therein to water and timber production on the national forests.

Multiple use of forest land through maximum utilization of every acre has long been the objective of foresters and land managers whether public or private. Multiple use in regard to forest management means that a given acre of ground is used for more than one purpose. For instance, a given acre growing trees may also be used for recreation. On any one forest, managed for timber production, these multiple uses may include watershed, recreation, hunting, fishing, grazing, mining, and numerous other uses. Obviously, not all these uses are compatible nor practical on a given acre at the same time, therefore, the term "multiple use" is usually applied to an area of land and not to each specific acre.

In managing lands for multiple use we must remember the basic purposes for which any particular property is established. Any

owner, public or private, needs to have a basic purpose for acquiring and managing a property. In fact, a clear statement of the basic purpose gives the manager a basis for organization and execution of the multiple-use concept.

MULTIPLE USE ON PRIVATE LANDS

Fortunately good forestry practices are highly compatible with most other uses. You will be interested to know that the National Lumber Manufacturers Association has a basic policy statement applying to private forest management which reads as follows:

The lumber industry believes in the multiple-use principle in the management of forest lands. All private forest landowners should be encouraged to manage their lands under this principle. By effective tree farm management the lumber industry is growing continuous timber crops on its own lands, protecting watersheds, stabilizing soils, providing favorable wildlife habitat, and abundant opportunities for outdoor recreation of all kinds. This should be consistent with the primary objective of forest management.

These private properties must produce income, and taxes must be paid or the property is lost by the owners. Here is an excerpt from the policy statement of a private timber company which shows the perspective in which multiple use is commonly held:

Although the primary use of the forest land is for the production of timber, it is company policy to make the land available for secondary uses which are not detrimental to the maximum growth of new tree crops.

PROTECTION OF THE BASIC ACT

The National Lumber Manufacturers Association also has long supported the principle that multiple land use should guide the management of the national forests. The national forests have been managed under this policy since their inception. Actually, most land in the United States has always been subject to more than one use.

This legislation, H.R. 10572, applies only to national forest lands. The basic purposes for establishment of the national forests has remained unchanged for 63 years. The purpose of the national forests is stated in the act of June 4, 1897 (30 Stat. 35; 16 U.S.C. 475).

No public forest reservation shall be established except to improve and protect the forest within the reservation, or for the purpose of securing favorable conditions of waterflows, and to furnish a continuous supply of timber for the use and necessities of citizens of the United States.

Water and timber production, the basic purposes for the establishment of national forests, have been restated several times in legislation since 1897. Such statements are in the following acts, among others:

1. Land acquisition by purchase, act of March 1, 1911 (36 Stat. 961), as amended.
2. Land acquisition by donation, act of June 7, 1924 (43 Stat. 654; 16 U.S.C. 569).
3. Land acquisition in Montana, act of July 30, 1939 (53 Stat. 1071; 16 U.S.C. 471-B).

The proposed legislation raises some very important questions in regard to the fundamental objectives of the national forests. This is particularly important in view of the testimony of the Chief of the

Forest Service before this committee on March 16, 1960. Would this legislation repeal or modify the basic reasons for the acquisition and establishment of the national forests as stated in the act of 1897, the act of 1911, and other acts? These acts clearly state the importance of timber and water production on the national forests.

The viewpoint is commonly held that timber is a crop similar to other agricultural crops. This argument was one of the major reasons for transferring the national forests from the Department of Interior to the Department of Agriculture many years ago. Congress decided that in the Department of Agriculture timber production could be given paramount attention. If all other uses are now considered to be on a par with timber use, the question is: Should the national forests be retained in the Department of Agriculture? We are not attempting to answer this question, but we do feel an answer is essential before this committee acts on this bill.

Under this new concept will the commercial uses be diminished with adverse affects on employment, industries, communities and revenues?

What affect will this legislation have on future forest service policies relating to acquisition of lands for the national forests?

We respectfully request that this committee resolve these basic questions so that the public, the dependent communities, the forest industries, and equally important, the national forest managers will have a clear understanding of the fundamental objectives of national forest management.

Only a few of the groups most interested have yet had an opportunity to study the legislation and to obtain answers to their questions. Many of the organizations have not had time to give it discussion.

Earlier this month the Western Pine Association, one of our federated associations, reaffirmed its longstanding support of the multiple-use principle and the concept of managing forests for successive crops of timber. The association agreed if it is advisable it would support legislation to obtain statutory authority for multiple use provided such legislation would not impair the priority for timber production as one of the objectives for establishing the national forests in 1897. The Western Pine Association covers the area in which most of the national forests are located.

SUGGESTED REVISION

Due to the short time since the introduction of this measure, we have not had opportunity to prepare a final recommendation. Neither the forestry committees of the National Lumber Manufacturers Association nor the association's board of directors have had opportunity in conference to consider this proposed legislation. However, we have drafted in preliminary form on the basis of our present policies a suggested revision of the pending bill which we would like to offer for consideration and discussion by our committee. Our tentative proposal reads as follows:

"Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That it is the policy of the Congress that the national forests shall be administered for water, timber, range, minerals, recreation, wildlife, fish and other purposes, and so as to promote employment, industries and communities dependent upon the national forests. Nothing herein shall be construed to affect the authority of the Secretary of the Interior provided

by law with respect to mineral resources nor shall any actions be taken under this Act which would impair the management of the national forests for water and timber production as the basic purposes for the establishment of the national forests as prescribed in the Act of June 4, 1897 (30 Stat. 35).

SEC. 2. The Secretary of Agriculture is authorized and directed to develop and administer the renewable surface resources of the national forests in accordance with this Act and the Act of June 4, 1897 (30 Stat. 35). In the administration of the national forests due consideration shall be given to the relative values of the various resources in particular areas so that the national forests shall be made financially self-supporting insofar as possible.

SEC. 3. In the effectuation of this Act the Secretary of Agriculture is authorized to cooperate with interested State and local governmental agencies, industries, associations, commercial users and others in the development and management of the national forests.

Approximately 95 percent of the dollar revenues produced by the management of the national forests are derived from the sale of timber. National forest timber sales bring into the U.S. Treasury well over \$100 million annually, of which 25 percent is paid to the counties in which the national forests are located. An additional 10 percent is used for roads within the national forests. We feel, therefore, that the lumber industry, as the principal revenue-producing user of the national forests, would be delinquent in fulfilling its duty to itself and to the public if it did not express freely and frankly its views on all major legislation affecting the national forests.

We appreciate very much the opportunity we have been given to appear before this committee, and we will be grateful for your earnest and deliberate consideration of our views.

Thank you.

MR. GRANT. Mr. Hodges, thank you very much, sir, for that splendid statement.

I notice that some comment is made here about not having had sufficient time to prepare testimony. I want to say that the hearings were set down rather early due to the fact that because of other matters, we would not otherwise have been able to have had them until much later.

I want to say on behalf of myself, and I am sure on behalf of the committee, that there is no disposition as to rushing through any legislation of any type until all interested parties and, particularly, the associations that you represent, and the people in those organizations, who are deeply interested in this matter, have had sufficient time in which to prepare testimony.

I am just wondering, Mr. Hodges, if your organization would like to have the record held open for further testimony? Or do you desire to answer that, Mr. Nelson?

MR. NELSON. Mr. Chairman, we would appreciate that opportunity very much. As Mr. Hodges has indicated the duly constituted committees of our association have not had an opportunity to confer on this particular matter. There has been, of course, a great deal of discussion within our association membership. We have basic policies upon which we can reply. And it is those policies that form the basis of our appearance here today.

We would like and appreciate the opportunity of submitting additional information for the record.

MR. GRANT. I think that the subcommittee is perfectly agreeable to that.

(The information to be furnished follows:)

NATIONAL LUMBER MANUFACTURERS ASSOCIATION,
Washington, D.C., April 1, 1960.

Hon. GEORGE M. GRANT,
*Chairman, Forestry Subcommittee, House Committee on Agriculture, House
Office Building, Washington, D.C.*

MY DEAR MR. GRANT: The National Lumber Manufacturers Association appreciates the opportunity of filing the attached supplemental statement in regard to H.R. 10572.

Briefly stated, the act of June 4, 1897, as amended (16 U.S.C. 475) and the legislative history of that statute, clearly shows the purposes for which the national forests were established and are administered. The National Lumber Manufacturers Association has unequivocally in the past—and continues now—to support the multiple-use and sustained-yield principles in the management of the national forests consistent with the purposes set forth in the 1897 statute.

It will be appreciated if the attached statement will be made a part of the printed hearing record on H.R. 10572.

Sincerely,

MORTIMER B. DOYLE.

SUPPLEMENTAL STATEMENT BY THE NATIONAL LUMBER MANUFACTURERS ASSOCIATION

During the course of our testimony before this subcommittee on March 18, 1960, we were asked to explain the difference between our viewpoint and the viewpoint of the Forest Service as expressed in the bill under consideration, H.R. 10572. In view of the time limitations at the hearing, our answer to the question is contained in this supplemental statement.

COMPARISON OF H.R. 10572 AND CURRENT STATUTES

The pending bill provides as follows:

"That it is the policy of the Congress that the national forests are established and shall be administered for outdoor recreation, range, timber, watershed, and wildlife and fish purposes."

On the other hand, the act of June 4, 1897, as amended (16 U.S.C. 475) sets forth precisely the purposes for which national forests may be established and administered in this language:

"No national forest shall be established, except to improve and protect the forest within the boundaries, or for the purpose of securing favorable conditions of waterflows, and to furnish a continuous supply of timber for the use and necessities of citizens of the United States; but it is not the purpose of interest of these provisions or of said section, to authorize the inclusion therein of lands more valuable for the mineral therein, or for agricultural purposes, than for forest purposes."

It would appear that the major difference between the bill and the basic legislation is a difference in fundamental policy. Pertinent to this inquiry is the testimony before the subcommittee on March 16, 1960, by the Chief of the Forest Service, who stated:

"Therefore, we believe it to be both timely and desirable to recognize in a single statute these multiple-use objectives now found in a variety of places, and to name each of the five major renewable natural resources as purposes for which the national forests are established and shall be administered."

While it is not altogether clear that outdoor recreation is a renewable natural resource, it is clear that the proposed legislation would change the basic purposes for which the national forests were created.

In his statement the Chief of the Forest Service referred to the statutory base for management of the various resources, regulations of the Secretary of Agriculture, court decisions, appropriation action of the Congress, and the long history of Forest Service management for over 50 years and states that it is "abundantly clear that no one resource, or two resources, consistently have priority over the others in the multiple-use administration that has been practiced for so long."

We are not aware of court decisions which hold that the national forests may be used in a manner other than for the purposes for which they are established by law. Appropriation acts of Congress have not altered the basic laws

under which the national forests were created. Moreover, the regulations of the Secretary of Agriculture and the history of Forest Service management cannot change the basic statutory authority (*Little et al. v. Barreme et al.*, 2 Cranch 170; *Brannan, Secretary of Agriculture v. Stark et al.*, 342 U.S. 451).

Since the basic statute, quoted above, defines the purposes so clearly, we cannot agree that all uses on the national forests are equal.

In order to explain our position more adequately, the following sections on legislative history and administrative concepts form a prelude to a discussion of multiple use.

LEGISLATIVE HISTORY

During the period of the 1870's and 1880's there was a movement to set aside forest reserves on the public lands. Several laws were passed dealing with timber culture and other related subjects; some of these laws proved to be inadequate. Hence, when the 51st Congress convened bills were introduced to repeal the timber culture laws and regulate forest use on a different basis. During the 1st session of the 51st Congress, a bill to repeal the timber culture laws failed passage. In the second session of that Congress, however, a bill was passed which became the act of March 3, 1891. Section 24 of that act, the part giving the President power to set aside forest reservations, was not in the original bill submitted to the Congress. It was a new section added during the conference meeting. In the House after conference, Representative Adams asked what had been added in the conference report, Representative Payson replied as follows:

"That is, the forestry reservation. We have made a provision in this bill authorizing the President of the United States, whenever in his judgment he deems it proper to do so, to make a reservation of the timberlands, principally applying it to the watersheds of the West, so that the water supply in that country may be preserved from entry and until legislation shall have passed Congress whereby these lands shall be opened."

There appears to be no other reference to the meaning of section 24 in the debates on the floor of either House or in the conference report.

During the 1890's the Bureau of Forestry was a part of the Department of Agriculture while the public lands and the forest reservations were under the administration of the Department of the Interior. In his report for fiscal year 1895, the Secretary of the Interior suggested that the National Academy of Sciences investigate on a scientific basis the general subject of forestry administration in this country. The Academy appointed a commission, known as the National Forestry Committee, which included eminent members of the forestry profession. In the formal report issued by the Committee in 1897, Committee members explained their views of a permanent forest organization in the following terms:

"The fundamental principle of any Government system of forest management should be the retention of the seed of forest lands, and the sale of forest products from them at reasonable prices, under regulations looking to the perpetual reproduction of the forests. While it is not desirable, perhaps, that the Government in the immediate future should enter into competition with the private owners of forest lands, it is imminent that ultimately the sale of forest supplies from the Government timberlands should not only cover all expenses of Government forest management, but produce a steadily increasing income."

Mr. Gifford Pinchot was one of the seven signatories of that statement.

Immediately prior to the formation of the 55th Congress, President Cleveland, on February 22, 1897, set aside a vast acreage of forest reserve. Unfortunately, some of the land within the reserves included whole towns as well as farms and industries. Western Congressmen raised a united voice against the Executive's act. With such a background the 55th Congress, 1st session, assembled in the year 1897.

Since President McKinley failed to rectify by executive action the so-called "error" of his predecessor, western Congressmen seized the sundry appropriation bill as a vehicle to aid their constituents. Therefore, by an amendment of Senator Pettigrew from South Dakota, the forest problem was attached to the appropriation bill. Moreover, the main force behind the forest bill was fed by a desire to take care of the "improvidently made" Executive order of February 22, 1897.

During debates on the floor, Senator Pettigrew read that section of the act which is now, with little change, found at 16 U.S.C. 551. Then Senator Pettigrew said:

"In fact, it is a system of forestry administration which will protect the forests of that country and keep them in a condition as good as they are now, and yet furnish as much timber as they now furnish."

Again Senator Pettigrew said:

"Then we provide by this amendment for administering the forests so reserved. The people of the West are anxious that these forests should be protected; we believe that a law should be passed which would provide for cutting the right timber, the matured trees, and for planting trees where trees have been cut down, so as to keep the forests in perpetual preservation."

Others beside Senator Pettigrew had comments to make regarding the amendment. For example, Senator Warren said:

"But the question raised by the able Senator from Maryland as to the sufficiency of the law without this proposed amendment, which was so well answered in part by the watchful Senator from California (Mr. White), brings up the query. For what purpose do we lay out forest reserves unless it is for the preservation of forests; and if through such preservation we do not provide for the conservation and retention of the waters, and so forth, there do we not utterly fail in the very object we seek in laying out such reservations?"

Turning our attention to the transfer act of February 1, 1905, we note that in House Report No. 48, which accompanied the bill later enacted into law, the following passage is found:

"The transfer is sought with the view of avoiding duplication of work by placing all of the work of the Government in relation to forestry in the Bureau of Forestry of the Agricultural Department. It is believed that the transfer will result in increased economy and efficiency of administration and place all the forestry work of the Government on a practical basis."

Also in the same House report is a quotation from the Secretary of the Interior who said:

"Forestry, dealing as it does with a source of wealth produced by the soil, is properly an agricultural subject."

The last statute for our consideration is the act of March 1, 1911, or the Weeks law. We note that there are several references to navigable rivers and to the protection of watersheds. For example, in House Report No. 1036, relating to the bill, which became law, it is stated:

"The bill makes it impossible for any lands to be purchased by the Government until it is shown that their control is necessary in aid of navigation, and the price at which such lands may be bought is carefully hedged about in such manner as to prevent exorbitant and unreasonable demands."

* * * * *

"It seeks to conserve one of the richest of our national assets from serious impairment if not destruction, our navigable waterways."

Therefore, section 6 of the Weeks law states that the Secretary of Agriculture is authorized and directed to recommend for purchase such lands "* * * as in his judgment may be necessary to the regulation of the flow of navigable streams or for the production of timber * * *" [*Italic supplied.*]

In summary, the legislative histories of the four statutes discussed above present no evidence that the national forests were established to do other than to improve and protect the forests, to secure favorable conditions of water-flows, and to furnish a continuous supply of timber for the use and necessities of citizens of the United States. Consequently, the legislative history amplifies the clearly worded statement of 16 U.S.C. 475 which sets forth the purposes for which national forests may be established and administered.

ADMINISTRATIVE CONCEPTION OF FOREST SERVICE POLICY

Since it is clear that the various statutes and legislative histories are in harmony as to the purposes of the national forests, it is pertinent to examine statements made by officials of the Government who were administering early Forest Service policy.

On February 1, 1905, the date the transfer act was approved by the President, the Secretary of Agriculture, James Wilson, sent a letter to the Chief of the Forest Service, who was then Gifford Pinchot. Mr. Wilson said in closing:

"You will see to it that the water, wood, and forage of the reserves are conserved and wisely used for the benefit of the homebuilder first of all; upon whom depends the best permanent use of lands and resources alike. The continued prosperity of the agricultural, lumbering, mining, and livestock interests is

directly dependent upon a permanent and accessible supply of water, wood, and forage, as well as upon the present and future use of these resources under businesslike regulations, enforced with promptness, effectiveness, and common-sense.

"In the management of each reserve, local questions will be decided upon local grounds; the *dominant industry* will be considered first, but with as little restriction to *minor industries* as may be possible; sudden changes in industrial conditions will be avoided by gradual adjustment after due notice; and where conflicting interests must be reconciled, the question will always be decided from the standpoint of the greatest good of the greatest number in the long run." [*Italic supplied.*]

The normal import of the words used by Secretary Wilson is to the effect that whenever agricultural, lumbering, mining, and livestock interests are in conflict, the dominant industry will be considered first but with as little restriction to minor industries as may be possible. As stated above, the yardstick of the "greatest good to the greatest number" is used when resolving conflicting interests—and those interests are identified by Secretary Wilson.

Another administrative official gave his views on the purposes of national forest administration in a report dated December 1, 1909; Gifford Pinchot said:

"As stated last year, the purposes of national forest administration are (1) protection against fire and trespass; (2) the harvesting of timber when mature, under such limitations as the need of a reserve for future supplies of timber and the need of watershed protection impose; (3) the maintenance and betterment of a growing crop of timber; (4) the protection of the water supply; (5) utilization of the forage crop; (6) betterment of range conditions; and (7) equipment of the property with adequate means of communication and transportation and with necessary field quarters, in the interest of more effective protection and increased use."

On November 11, 1913, the Chief Forester, Henry S. Graves, issued a report in which he stated as follows:

"The national forests are set aside specifically for the protection of water resources and the production of timber, and their boundaries are drawn to exclude, so far as possible, land more valuable for agriculture than for forest purposes. This is, indeed, required under the spirit of the law which first authorized the administration of the forests; for that law expressly set forth that it was not intent of Congress to authorize the inclusion of such land. It was recognized, however, that some areas of land chiefly valuable for agriculture would presumably be included and discovered later; for the law provided a carefully guarded procedure for administrative determination of the true character of such lands prior to any contemplated elimination on this ground.

* * * * *

"The fundamental aim in administering the national forests is to develop their resources for the permanent upbuilding of the country. The whole object of their administration would be defeated by closing the forests to development and maintaining them as a wilderness. The aim of administration is essentially different from that of a national park, in which economic use of material resources comes second to the preservation of natural conditions on esthetic grounds."

Thus, we conclude that the early administrators of forest policy understood the purposes of the national forests as set forth in the act of June 4, 1897 (16 U.S.C. 475).

MULTIPLE-USE CONCEPT

The bill under consideration, H.R. 10572, utilizes the phrase "multiple use." What does this mean? We find an answer to the query in a pamphlet entitled, "Multiple Use of Forest Lands" by Charles A. Connaughton, regional forester, California region, U.S. Forest Service, and president of the Society of American Foresters. In this pamphlet, published in 1959, Mr. Connaughton explains a concept of multiple use. Some of his statements are quoted below:

"The term 'multiple use' as applied to land management is often misunderstood. Yet in spite of uncertainties in meaning, it is widely used. As a common term, therefore, it needs explanatory definition.

* * * * *

"As a general rule, however, multiple use is simply a concept of management which involves a combination of uses or services of the land in such a way that full utilization is realized consistent with managerial objectives. This pre-

supposes that the uses and services will be combined in a manner so that they are complementary, insofar as attainable. When this is not attainable minor uses must be adjusted to exclude conflict with the major or dominant use or uses.

* * * * *

"However, irrespective of the ownership, the objective of management must be clearly understood prior to any effort to apply the multiple-use concept."

We agree with Mr. Connaughton that the term "multiple use" needs explanatory definition; that the concept embraces such terms as "major (or dominant) use" and "minor use"; that minor uses must be adjusted to exclude conflict with the major or dominant use or uses; and that there must be clearly understood managerial objectives in order to operate under the multiple-use concept. How do these statements apply to the national forests?

The managerial objectives of the national forests which have been stated in statutory form (16 U.S.C. 475) by the Congress, are threefold: (1) to improve and to protect the forest, (2) to secure favorable conditions of waterflows, and (3) to furnish a continuous supply of timber for the use and necessities of citizens of the United States. Obviously, those managerial objectives enunciated by Congress are the major or dominant uses; by the same token, all other uses are minor. By combining Mr. Connaughton's statement we find a clear workable definition of multiple use for national forests as follows:

Multiple use of the national forests is simply a concept of management which involves a combination of uses or services of the land in such a way that full utilization is realized consistent with the managerial objectives (major or dominant use) established by Congress, and all other (minor) uses which are combined in a complementary manner should be encouraged, except that minor uses must be adjusted to exclude conflict with the major or dominant use or uses.

SUBSTITUTE BILL

It is clear that those legislators of the 55th Congress who spoke out on the forestry section of the bill which became the act of June 4, 1897, and Secretary Wilson, along with Chief Foresters Gifford Pinchot and Henry S. Graves, shared a common viewpoint as to the purposes for creation and administration of the national forests. In carrying out the statutory mandate the Forest Service has also administered the national forests for other compatible uses. We agree with officials of the Forest Service that statutory authority should be given the agency for administering other uses not named in the statute (16 U.S.C. 475), for administering all uses on a multiple use basis, and for managing renewable natural resources on a sustained-yield basis. We also agree, as stated above, with Mr. Connaughton's concept of multiple use.

Keeping in mind the clear words of the statute, the legislative history, the statements of Wilson, Pinchot, and Graves, as well as Connaughton's concept of multiple use, it will be observed that H.R. 10572 contains at least the following problem areas:

1. The purposes for establishing a national forest will be more numerous: for example, property for a national forest could be set aside from public lands or acquired from private lands for the purpose of outdoor recreation or wildlife.

2. The inclusion of three new uses in the statute will augment the number of major or dominant uses and complicate application of the multiple-use doctrine, as set forth by Mr. Connaughton and discussed above, unless clarified.

We believe the objectives of the Forest Service in administering the national forests under the twin objectives of sustained yield of renewable natural resources and multiple use of the various uses can also be obtained simply by amending the present law. As an alternative, we suggest the following:

A BILL To amend that portion of the Act of June 4, 1897, as amended, which is section 475 of Title 16, United States Code

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That the portion of the Act of June 4, 1897, as amended, which is section 475 of Title 16, United States Code, is further amended by placing a colon at the end of the first sentence, numbering the second sentence Section (1) and adding the following sections:

(2) The national forests shall be administered for the purposes set forth in section (1) above and, consistent with such purposes, for other uses as grazing, outdoor recreation, and fish and wildlife.

(3) The renewable natural resources shall be managed on a sustained-yield basis and the uses shall be administered on a multiple-use basis.

Mr. GRANT. Are there any questions?

Mr. SHORT. If I may be permitted, for the information of the committee, would you gentlemen in brief state what the difference is between your suggestion for inclusion in the legislation under consideration, as to what it would be as compared to the provisions in the bill? I do not quite understand from the reading of your statement just what it is. I do not have a copy of the bill before me. I do not quite understand what the difference would be.

Could you explain just what your objection is to the provision in the present bill that would be clarified, to your way of understanding, by the inclusion that you have suggested?

Mr. NELSON. Mr. Short, in response to your question if you will refer to page 7 of our statement I will indicate the differences that exist between our preliminary, tentative proposal and H.R. 10572.

In the first place, in line 4, you will find that there has been a different arrangement made with regard to the uses. We place "water" and "timber" first. That was done because of the basic law of 1897, which places priority on water and timber.

We have no particular reason for suggesting the lineup of uses after that. That would be a matter, sir, for the committee to decide.

Mr. SHORT. Does your concern here stem from the arrangement of words in the bill? Does the language of the bill, imply that those uses mentioned first should have priority?

Mr. NELSON. Very definitely so, yes. In other words, in the bill the words "outdoor recreation" precede all other uses. We feel that the words "water" and "timber" should precede other uses, for the reason that the basic law of 1897 so specifies the priorities "water" and "timber."

Mr. SHORT. I am not sure that there was any intention of placing a priority by virtue of the arrangement of the wording in the bill. There is no argument in my opinion as to the priority of use of timber on the national forests. The name Forest Service itself implies that it is the primary use, the primary objective, the primary concern of the public, that is, the preservation of our national forests.

Mr. NELSON. I think that the Forest Service mentioned the other day that the arrangement of uses expressed in the bill was alphabetical.

Mr. SHORT. That is right.

Mr. NELSON. However, we have purposely, as I mentioned before, placed "water" and "timber" first in our proposal.

Mr. SHORT. Right here I think that you have to consider, depending on which area you are talking about, that different units, perhaps, come into lesser or greater importance, in some areas. Perhaps, in the foreseeable future some other things will be of primary consideration. There may be isolated areas such as wilderness areas, which are included in the national forests.

Mr. NELSON. What you are saying is very much in line with our thinking and Mr. Hodges' thinking.

Certainly, where you have areas of grazing or range land totally unsuitable for timber, or you have a higher use for range, the Forest Service has made it a practice for many years of placing those areas in range use and building up the forage reserves.

Mr. SHORT. Right there, it seems to me that it is almost impossible to provide in legislation a formula that says that such and such a forest or wildlife or recreation or range, or whatever it might be, should have prior consideration over the whole of the forest lands. It will have to be determined on the basis of the individual forests, and even, perhaps, within individual forests there will have to be different uses that will have to come in for consideration, that is into primary consideration because of their particular characteristics. That has to be a matter of administration, it seems to me.

We have to have confidence enough that the program is going to be administered, that it will be done so in a sound enough manner, so that proper consideration will be given to these uses in the various areas, as to which should receive primary consideration.

It seems to me it is almost impossible to spell that out in legislation.

Mr. NELSON. Certainly. The matter that you bring up is one which administrators have to consider in connection with the basic statutes which set up the purposes for the establishment of the national forests.

I would interpret the intent of Congress—and I must parenthetically say that I am not an attorney—based on such knowledge as I have of the history of the national forests, that it was the intent of Congress that water and timber should be the predominant purposes for the establishment of the national forests, and that other uses would be considered in any and all circumstances, if advisable.

Mr. SHORT. Wherever practical.

Mr. NELSON. Wherever practical, certainly. And I think that the Forest Service has done an admirable job in regard to the multiple-use management of the national forests. And yet it must be basic in their management that the intent of Congress was that there shall be a continuous supply of timber and water, and that these two uses shall have priority of consideration in the management processes.

Mr. SHORT. In other words, your theory is that Congress might inadvertently, perhaps, by virtue of language as included in this bill, retreat to some degree from the basic intent of your original national forest authorization or policy incorporated in that legislation. Certainly I do not think that should be.

Certainly, as a rancher, I am concerned in connection with grazing, but I think that there are fair-minded people who would not agree with me.

Mr. NELSON. The Forest Service representatives day before yesterday expressed rather clearly the fact that our basic law of 1897, relating to the priorities of use, namely water and timber production, stated that they would not be beholden to them. And now if this bill should be enacted into law with that legislative history behind it, I think that the net effect might well be to amend or repeal the purpose and the intent of that basic law.

Mr. SHORT. Thank you and thank you, Mr. Chairman.

Mr. GRANT. Thank you very much for your testimony, gentlemen. We will have to move along because we have only 25 minutes remaining.

Our next witness is Mr. George Difani, executive secretary, California Wildlife Federation.

STATEMENT OF GEORGE D. DIFANI, EXECUTIVE SECRETARY, CALIFORNIA WILDLIFE FEDERATION, CARMICHAEL, CALIF.

Mr. DIFANI. Mr. Chairman and members of the committee, my name is George D. Difani, and I live in Carmichael, Calif.

Mr. Chairman, it is a privilege and a pleasure to appear before this committee, in support of H.R. 10572 and identical bills. The California Wildlife Federation is statewide in scope and composed of 9 regional councils comprising over 650 sportsmen's clubs and a total membership of over 100,000 individual members.

The California Wildlife Federation, at its last regular meeting, held at Sacramento on January 25-26, 1960, adopted the following resolution.

MULTIPLE USE OF NATIONAL FORESTS

Whereas the California Wildlife Federation represents sportsmen having a deep interest and concern over the management of public land resources and this concern is for water development, camp and picnic areas, wildlife habitat development and protection, access to public lands as well as for wilderness enjoyment, watershed protection and flood prevention and the long-time production of tangible resources on which our economy is based including wood, forage, and minerals; and

Whereas the Congress of the United States is considering a "Program for the National Forests" which provides for the development and protection of the national forests under a multiple use plan on an intensified basis; and

Whereas the development of recreation, wildlife habitat and access facilities on the California national forests has not kept up with the needs of an expanding population and is now urgently in need of implementation: Now, therefore, be it

Resolved, That the California Wildlife Federation endorses the multiple-use program for the national forests and urges the Congress to finance it at a rate which will assure its completion prior to 1970; and be it further

Resolved, That the national forest concept of multiple-use management to so manage public lands "for the greatest good of the greatest number in the long run" is further endorsed and supported.

Presented by George Difani, executive secretary.

Passed by unanimous vote with the added provision that this resolution be sent to the National Wildlife Federation for transmittal to the resolutions committee for consideration at the annual meeting.

Dated January 17, 1950.

After discussion with many Western States sportsmen's representatives, I would like to offer a slight amendment on page 1, line 5, after the first comma, add the words "including wilderness."

A multiple-use program for the development of the national forests in California is very important, our ever-increasing populations will demand the improvements and facilities embodied in this program.

May I take a moment to quote some figures to show the expanded use over a 5-year period?

In 1954 we had 6,957,661 recreational visitors. In 1959 this number increased to 13,759,500.

In 1954 we had 557,000 hunters using national forests. In 1959 there were 930,000.

There were 94,000 anglers in 1954 and this number more than doubled in 1959—1,976,000 anglers used the forests in our State.

In conclusion, Mr. Chairman, may I ask that the Forest Service define "multiple use" for the record.

We appreciate this opportunity to appear before you today.

Mr. GRANT. We certainly thank you for your testimony.

Mr. DIFANI. Thank you.

Mr. GRANT. Our next witness is Mr. William E. Welsh, secretary-manager, National Reclamation Association.

We will be glad to hear you now.

**STATEMENT OF WILLIAM E. WELSH, SECRETARY-MANAGER,
NATIONAL RECLAMATION ASSOCIATION**

Mr. WELSH. Mr. Chairman and members of the committee, if I may, I would appreciate the opportunity of filing my statement and having it inserted in the record.

Mr. GRANT. Without objection, it will be done.

(The prepared statement of William E. Welsh follows:)

**STATEMENT BY WILLIAM E. WELSH, SECRETARY-MANAGER, NATIONAL
RECLAMATION ASSOCIATION, WASHINGTON, D.C.**

My name is William E. Welsh. I am secretary-manager of the National Reclamation Association. The membership of our association includes officers, directors, and other officials representing irrigation districts and other types of water user organizations from each of the 17 Western States. It is only natural, therefore, that our association should be extremely interested in every phase of watershed management as well as the manner in which all of the resources of the watersheds of the West are used.

At the outset, I wish to say that we have a very cordial and friendly feeling toward the Forest Service. We look upon it as one of the truly great Federal agencies. The service that the Forest Service has rendered over a period of more than 50 years in the protection and proper management of the watersheds of the West is something that has been very much appreciated, particularly by the irrigation farmers of the West.

We readily agree with the provisions of the legislation now before the committee which would authorize the Forest Service to manage the forests on a multiple-use basis. We believe that the Forest Service has always observed and followed the principle of multiple use although it has not been specifically spelled out in the law. We congratulate the Forest Service for this position and we can understand why, too, they might desire more specific authority to operate the forests on a multiple-use basis.

There is one phase of the bill with which we must disagree, but we wish to make it clear, however, that our disagreement with some of the provisions of the bill is not intended as a criticism of the Forest Service. We believe that watershed protection and the operation of the watersheds from the standpoint of production of water should be given top priority over all other uses. Out in that vast area generally referred to as the arid and semiarid regions of the West, water is vital. It is of the utmost importance. It is impossible for man to survive in the desert areas of the West on water as it is made available by nature. That has been recognized ever since the white man first set foot in that territory. When the pioneers were crossing the plains and the desert areas with a wagon train, a scout was always sent ahead to look for a camping place—and what did he have in mind? Water, of course. Water was always uppermost in the minds of western pioneers, and it is still recognized as being of paramount importance.

One rather humorous incident was told to me personally by the son of a man who was captain of an early day emigrant train who usually acted as the scout in locating desirable camping sites. One hot summer day in 1862 when his emigrant train was slowly traveling westward along the south banks of the Snake River in southern Idaho, this individual had gone ahead to locate a camping site. He was very much delighted to find a spot, now known as Givens Hot Springs, where steaming, hot water was gushing out of the ground. He stopped immediately. Here was an ideal site. Here was hot, soft water for the women to do their washing. But when the wagon train arrived, the members of the party looked it over and shook their heads in doubt. Any place where water that hot was gushing out of the ground was too close to hell. So

they decided not to camp there, but went on down the river to a less desirable camping place.

We have made a great deal of progress since that humorous incident occurred 98 years ago. We no longer travel across the Nation in covered wagons drawn by teams of oxen, and we have, I believe, overcome our prejudices and our suspicions to the extent that we would not now object to camping at a place where hot water was coming out of the ground. But we do recognize that water is just as important today as it was a century ago.

To the irrigation farmer of the West, nothing is quite as important as a dependable irrigation supply of water. To him, a full water supply throughout the entire growing season is the only means by which he can be assured of maturing his crops. On many of the streams of the West, irrigation dams have been constructed so that water may be stored in the reservoirs during the spring months and held over for the late summer months. These reservoirs must be protected against erosion in order to prevent them from filling with silt. This means that the watersheds must be carefully guarded and well protected at all times against abuse of any kind.

Again, I repeat, there is nothing that is equal in importance to the irrigation farmers of the West as a dependable and well-sustained streamflow runoff and late season water supply. It is difficult for anyone who has not lived in the West to realize the full importance of water to that area. It is not uncommon for several areas of the West to go several months without even a trace of precipitation. For the foregoing reasons, we very strongly urge that watershed protection and the production of water should be given top priority over all other uses of the resources of the watersheds of the entire West. We agree that the other uses mentioned in section 1 of the bill should be included as a part of the multiple-use program of the Forest Service, but we contend that nothing should be given equal priority with watershed protection.

In order to emphasize the position of the National Reclamation Association on this important problem, I am attaching to my statement a copy of a resolution (Resolution No. 4 "Guarding the Public Lands") adopted by the membership of our association at our last annual meeting which was held in Denver, Colo., October 1959.

We wish to emphasize for consideration at this time the act of June 4, 1897. The policies and principles established in that act have been in full force and effect for more than half a century. We believe and urge that the priority of uses relating to water and timber—especially as to water—as set forth in the act of June 4, 1897, should be maintained inviolate. We believe that Resolution No. 4 of our association referred to above is fundamentally in agreement with that act.

On behalf of the entire membership of our association, I wish to express to the members of this committee by appreciation of the opportunity to present this statement.

RESOLUTION No. 4—GUARDING THE PUBLIC LANDS

Whereas the continued prosperity and well-being of the people of the United States and their defense against external aggression requires that the Nation use its public land according to the basic principle of multiple use which must be reflected in legislative and executive action by elected and appointed Federal officials: Now, therefore, be it

Resolved, That:

1. The National Reclamation Association urges the use of the public lands of the United States for every worthwhile public benefit, but where conflicts occur, the following order of preferences in public land uses should prevail:

First preference: The national defense, especially water production, agriculture, and industry with specific uses most essential thereto prevailing over those less essential.

Second preference: The production of the necessities of life including, but not limited to, use for increased and controlled water production, grazing, lumbering, transportation, transmission, and mining.

Third preference: The preservation and creation of recreational uses.

2. In every case where a permit or property right is or has been granted or established for any use included in the first two of the classes above enumerated, such permit or property right should not be diminished thereafter except upon the payment to the owner thereof of the fair value for the impairment of the permit or property right.

3. There having been heretofore established very substantial wilderness areas, national parks, national monuments, and other areas reserved for the third class of uses above enumerated, no further areas should be hereafter taken, withdrawn, or designated except after hearings in and approval of the affected States, and except upon such terms as will permit subsequent restoration of such areas for any use included in the first two classes above enumerated in case a conflict of need arises.

Mr. WELSH. I want to take but a minute or so to point out that one particular phase of this question in which we are vitally interested. We believe that out in that vast area of arid and semiarid regions of the West, our great American deserts, that nothing is equal in importance to water, and that watershed protection is more vital to the irrigation farmers of the West than any other phase of the operation of our national forests.

Our resolution, which was adopted by our association at its last annual meeting in Denver, is attached to my statement and presents and represents our views on this particular matter.

There is precedent by the Congress in recognizing the importance of water to the West. I would refer to the amendments to the act.

It is difficult for anyone who has not lived in that desert area to understand how important water is to the irrigation farmers of that area.

I was watermaster on a river in southwestern Idaho for 24 years, and I know from practical experience just what it means. I have seen those farmers run out of water in July or August, September, and lose their entire crops.

We believe that water should be given top priority over every other use and every watershed in the arid and semiarid West.

Thank you.

Mr. DIXON. What you say, Mr. Welsh, is also true with regard to the communities in those areas, as well as true as to the farmers, is it not?

Mr. WELSH. It is.

Mr. DIXON. The watershed is for the entire community, as well as the farmers.

Mr. WELSH. We certainly endorse the word of the Forest Service as one of the greatest agencies of the Federal Government.

Mr. GRANT. Thank you very much for your fine statement.

Our next witness is Mr. Joseph Penfold, of the Izaak Walton League.

STATEMENT OF J. W. PENFOLD, CONSERVATION DIRECTOR, THE IZAAK WALTON LEAGUE OF AMERICA

Mr. PENFOLD. Mr. Chairman and members of the committee, my name is J. W. Penfold, conservation director of the Izaak Walton League of America. The league is a national membership organization dedicated to the conservation and wise use of the Nation's natural resources, its soil, woods, waters, and wildlife. League membership represents a cross section of the American public, and the nominal dues they pay provide about all the league's operating revenue. Our headquarters are in Illinois. I am located in Washington.

I have lived for many years in the West and I am intimately familiar with many of the national forests and generally familiar with the national forests throughout the country.

The large number of Congressmen who have joined in sponsorship of this legislation points up its importance. This is a proposal to reaffirm and strengthen national policy in the administration of some 180 million acres of national forest, affecting every citizen today and in the future. Its impact quite probably will be felt even more 70 years hence, when our population will total some 400 million, than we today feel the impact of the Forest Reserve Act of 70 years ago, when the Nation's population was but one-sixth of that figure. The proposal, consequently, is not something to be taken lightly by anyone.

The national forests had their origin in the alarm and disgust which thoughtful people felt at the rampant exploitation, the "cut and get out" philosophy which traditionally had characterized logging of the public domain and other forest lands. They knew that unless positive methods were taken to perpetuate the timber supply, inevitably the Nation would face an insuperable timber shortage. They knew as well that a system of public forests had to be established and managed so as to protect the watersheds of our major streams as the basic step to flood prevention and control.

The 1891 act provided for establishment of the forest reserves. The act of 1897 stated the objectives of these reservations—

* * * to improve and protect the forest * * * [to secure] favorable conditions of water flow * * * to furnish continuous supply of timber * * * [to] regulate their occupancy and use, and preserve the forests thereon from destruction.

In 1905 the forest reserves were transferred from the Department of the Interior to the Department of Agriculture and the Forest Service was established. This was the culmination of a long campaign led by Gifford Pinchot and other conservationists.

The Secretary of Agriculture in handing the national forest assignment to Pinchot outlined the Forest Service mission in these basic terms:

The land is to be devoted to its most productive use for the permanent good of the whole people and not for the temporary benefit of individuals and companies;

The resources of the forests are "for use," and—

brought about * * * in a manner * * * as will insure the permanence of these resources;

The permanence of the resources * * * is therefore indispensable to continued prosperity * * * and the policy * * * will invariably be guided by this fact * * * bearing in mind that the conservative use of these resources in no way conflicts with their permanent value.

And most importantly, that—

where conflicting interests must be reconciled the question will always be decided from the standpoint of the greatest good of the greatest number in the long run.

These words:

* * * the greatest good of the greatest number in the long run—

are more than a statesmanlike expression of administrative policy. They reflect a philosophy that carries the clear ring of social, economic, and cultural truth in a democratic society.

The record which the Forest Service has written during the past half century portrays to all who will read it that the first Chief and succeeding generations of forest officers took the philosophy, the policy, and the challenge to heart.

Theirs has been no easy task. The pressures from those who would exploit the resources for individual gain or who would expand their particular forest use in disregard of other forest resources and needed uses has been unrelenting. One Chief in a moment of humor and depreciating his own status said, "I am held upright by pressures from all sides." The pressures have been there, sure enough, but the Forest Service has done a remarkable job of building men of stature, who can withstand pressures, even though not equally exerted at all times from all sides.

The original 1897 legislation stated a seemingly narrow purpose for the forests, though its implications were much broader and laid the foundation of the comprehensive management program which has developed since. It pointed out the principal mission as one to protect watersheds and preserve the forests for a continued yield of timber. However, rangelands had been utilized for decades. The forests had supported fish and wildlife for millenniums, and people had used the forests for recreation and other purposes from the time people first reached them. These uses very properly continued and succeeding editions of the Forest Service Manual, its administrative bible, recognized them more cogently and provided the policies and regulations for their purposeful management. Moreover, all these uses have been supported over the years by executive budgets and legislative appropriations.

Thus over a period of 70 years we've seen raw land develop into one of the Nation's great assets, which increasingly serve the great multiplicity of the people's needs.

The legislation before you, Mr. Chairman, proposes that the Congress look at the national forests and the philosophy, policy, and administrative structure which have carried its program up to 1960, and to determine whether or not it should be given a stamp of approval and a directive to continue on the same course into the future. The Izaak Walton League, which has worked closely with the Forest Service in all parts of the country for many years, believes the "well done" has been earned and the directive to continue on the same course to be clearly warranted.

If our interpretation is correct, the purpose of the legislation is to make it clear to the American people that the Congress wishes the Forest Service to continue its tradition of so managing the forests that they meet the needs which people have for the values which the forests can provide. And that these needs shall continue to be met through application of the policy of the greatest good of the greatest number in the long run.

The legislation, however, almost jarringly makes no mention of these phrases and of this underlying and basic philosophy. The words themselves are not important. But the tradition is, and without the echo of Pinchot's charge, we wonder if "multiple use" will convey to all people the same sense of traditional and urgent purpose. We also wonder if it will convey to all people the same and accurate impression of the purposes of this bill.

In reading the letter of transmittal by the Secretary sending the draft bill to the Congress and the statement of Mr. McArdle the day before yesterday, there can be no question as to what the Forest Service and the Department of Agriculture mean when they speak of multiple use. We agree with their interpretation.

We believe it important that the Congress, the Department of Agriculture, the Forest Service, the States and communities, the commercial users, the recreation groups, and the public understand that this bill does intend to give congressional sanction and approval to the strong and public-oriented management policies of the Service. We believe it is important that all these groups and interests understand that this legislation does not intend that the Forest Service cut away from its historic mission and move out on some other course.

Consequently, we believe that it might be helpful to provide language in the bill to define what is meant by "multiple use." In recent years the phrase has become a slogan used by most anyone to mean most anything. It's been used to mean multiple abuse, multiplied use, or perhaps just "my use."

To us, and I believe to most conservationists, "multiple use" is not irrationally to superimpose one on the other a whole series of different, and perhaps quite incompatible uses. Rather, "multiple use" is a result of a sound management plan developed from and based on precise knowledge of the capacity of an area, large or small, to produce an optimum sustained and balanced yield of resource values to meet the multiple needs of the public.

"Multiple use" recognizes that these capacities vary from area to area, just as do the needs of people from time to time. "Multiple use" recognizes that several uses to be carried on in conjunction with each other must have compatibility. It recognizes that compatibility is a matter of what, where, when, how, and degree to which any area may serve a variety of uses in conjunction with the area's highest use value. It recognizes, as well, that in a multiple-use pattern no one use can be maximized no matter how large the area.

"Multiple use" then, as we would translate it, is less a stated principle than it is a label applied to the whole package of many national forest principles which have evolved over the years and been found good. It seems imperative that the phrase, if used in such basic legislation as this, be tied to the principles it encompasses rather than dangle by itself subject to every kind of distortion.

Such a definition, in the tradition of a half century of national forest management, should not be too difficult to draft. For example, the title of the bill might be changed to read—we have some language which might be considered which we offer in the way of a suggestion.

I might say in that connection, Mr. Chairman, that we are not insisting or urging that such language be used in the bill. We think it is extremely important, though, that this committee consider it in the legislative history as to what multiple use and sustained yield mean.

To authorize and direct that the national forests be managed under the principles of multiple use and sustained yield evolved by the legislative and administrative history of the Forest Service in implementing its responsibility to serve the greatest good of the greatest number in the long run, and for other purposes.

Similarly, section 2 of the bill might read :

The Secretary of Agriculture is authorized and directed to develop and administer the national forests for multiple use and sustained yield so as to serve the greatest good of the greatest number in the long run.

The expression, "greatest good to the greatest number in the long run," encompasses all products and services, as well as values which are neither products nor services, and recognizes that the relative value of particular uses varies from area to area.

Section 1 of the bill lists the broad categories of principal forest values without designating priorities for them. This is sound. Forest values vary greatly from area to area, and from time to time. There should not and need not be blanket priorities, if indeed we mean the greatest good to the greatest number in the long run. Such priorities must be established area by area on the basis of their individual capacities to produce products, services, and other values to meet public needs.

Many specific uses and area management types might be listed. Among them are experimental forests and ranges, municipal watersheds, roadside zones, special game ranges, natural and wilderness areas, organizational camps, and others. If, as we believe, the intent of the legislation is reaffirmation of the national forest program and approval for its continuation, all these other traditional uses and area management types which fall within the broad categories listed, would be encompassed as a matter of course in the total framework endorsed by Congress.

We would suggest one minor change which surely is within the intent of the sponsors. The fish and wildlife resources on the national forests belong to the people of the States within which they occur. The States have primary jurisdiction over these resources. The States and the Forest Service have cooperated well, and this cooperation grows increasingly more effective. We see no real problems now, anticipate none, but a small addition might make the relationship clear and prevent some headaches in the future.

The final sentence of section 1 might be changed to read :

Nothing herein shall be construed to affect the authority of the Secretary of the Interior provided by law with respect to mineral resources, *nor to abridge the primary jurisdiction of the States over wildlife and fish resources.*

One final comment. It seems ironic that legislation which seeks to strengthen long-range planning and administration of comprehensive resource programs for the public good, must concede that mineral resources, needed or not, shall continue to take precedence over all else. We hope Congress will again take that problem under consideration and seek a proper and workable solution.

The Izaak Walton League appreciates the privilege of appearing before this committee and of offering its comments.

ADDENDUM

As brought out in the first day's hearings, at least one of the companion measures adds the word "directed" to section 3, thus reading "* * * the Secretary of Agriculture is authorized and *directed* to cooperate * * *" et cetera.

Cooperation is a two-way street. The secretary can be directed by the Congress to cooperate, and the Forest Service has established a fine record of cooperation over the years. However, Congress cannot direct the States, local governments, and others to cooperate.

Consequently, adding the word "directed" is meaningless at best, and at worst could be used by those who will not cooperate themselves to impede or frustrate orderly progress in Forest Service management.

Mr. Chairman, we appreciate the interest of your committee in this legislation, and the opportunity to appear before you.

Mr. GRANT. Thank you very much, Mr. Penfold.

Mr. McMILLAN. I am sorry that I came in a little late, and did not hear the statement of the National Lumber Manufacturer's Association, a copy of which was received in my office. Since it has already been put into the record, it will not be necessary for me to do so.

Mrs. MAY. At this point in the record, I should like to ask for unanimous consent to insert a statement from the National Wool Grower's Association, which was prepared by Mr. Edwin E. Marsh, executive secretary.

Mr. GRANT. Without objection, it will be inserted into the record at this point.

(The statement of the National Wool Grower's Association follows:)

STATEMENT OF EDWIN E. MARSH, EXECUTIVE SECRETARY, NATIONAL WOOL GROWERS ASSOCIATION, SALT LAKE CITY, UTAH

Mr. Chairman and members of the committee, my name is Edwin E. Marsh. I live in Salt Lake City, Utah, and I am executive secretary of the National Wool Growers Association. This is a producer service organization which for the past 94 years has been speaking for the growers of sheep, lambs, and wool in the United States. Our membership comprises most of the growers in the vast range areas of the West and Southwest where approximately 70 percent of the Nation's sheep, lambs, and wool are produced. In these areas a number of our members have permits to graze their sheep and lambs on national forest lands during the summer months. The grass and other forage provided in this summer grazing furnishes a vital link in the year-round operations of these producers. Therefore, we are most interested in the bill that you are considering today.

Sound management of the multiple uses of our national forest lands is extremely important in the conservation of our forest resources. Therefore, this is a bill which we can certainly approve in principle. However, we do feel the bill would be strengthened if it were more specific. We would like to urge the committee to give careful consideration to the following two amendments which we are suggesting:

1. Among the purposes which the bill specifies for the establishment and administration of the national forests there is the word "range." We are advised by officials of the Forest Service that this refers to range resources for the grazing of domestic livestock. However, for clarification it would be much better, in our opinion, to use the word "grazing" in place of "range," or possibly to use the words "range for livestock."

2. We would like to see this bill amended to provide that the appeals procedure on decisions with regard to the multiple uses of our forest lands, either in combination or separately, be subject to the Administrative Procedure Act;

or in lieu of this, we would like to see present procedure amended to permit an appeal to the courts from a decision of the Secretary of Agriculture.

We would like to urge favorable action on this bill and on the two amendments which we have suggested.

Mr. JENNINGS. At the initial hearings I submitted a list of people who had written me endorsing this legislation, and among that group was Mr. Cross, who is chief of the division of game, Virginia Commission of Game and Inland Fisheries of Richmond, Va. I wanted to preface his statement with these remarks.

Mr. GRANT. Thank you very much. We will now hear from Mr. Cross.

STATEMENT OF RICHARD H. CROSS, JR., CHIEF, DIVISION OF GAME, VIRGINIA COMMISSION OF GAME AND INLAND FISHERIES

Mr. CROSS. Mr. Chairman and members of the committee, my name is Richard H. Cross, Jr., and I am the chief of the division of game, Virginia Commission of Game and Inland Fisheries.

I am appearing here as a representative of our executive director, Mr. Chester F. Phelps. I should like to express my sincere appreciation for the opportunity of appearing before this committee.

Our commission of game and inland fisheries has worked very closely with the U.S. Forest Service in the management of the wildlife resource on 1,500,000 acres contained in the George Washington and Thomas Jefferson National Forests. This coordinated effort was started in 1938 when our cooperative agreement, better known as the Virginia plan, was adopted. We enjoy the distinction of being one of the first States to enter into such a working agreement with the USFS.

In this relatively short period, through the use of national forest lands, we have established a deer herd now numbering some 100,000 animals. With the exception of two or three counties, the species was previously nonexistent in western Virginia. Our annual deer kill on and adjacent to the national forests has increased from about 200 in 1944 to 15,700 in 1959. Other principal game species such as the wild turkey and black bear have responded noticeably to wise management of national forest lands.

In fiscal year 1938-39, a total of 11,690 people hunted and/or fished on Virginia's national forests. During the fiscal year 1958-59, 87,073 hunters and fishermen enjoyed these areas.

Mr. Chairman, I can assure you that we, in Virginia, are aware of the great importance of the wildlife resource on our national forest lands. During the first year of our cooperative program the commission of game and inland fisheries budgeted \$10,000 for wildlife management on the two forests. At the present time we have six technical and 32 nontechnical personnel assigned to this work with a total budget of \$310,000 for the current fiscal year.

We have learned through experience that the management of any one of the four principal forest resources (timber, water, wildlife, and soil) must of necessity be a coordinated effort. Access trails serve all forest users; a water hole established for game serves the firefighter in time of need; revegetation to prevent erosion provides food and cover for game species; timber stand improvement work as

well as timber harvest can be done in such a way as to improve wildlife habitat.

If the past 20 years can be used as an indication, then we can expect the wildlife resource to become increasingly important in the future. The fact that it provides sport and recreation to many people and cash returns to countless others speaks for itself. On the basis of knowledge gained in the past we can predict that the future potential will be realized only through the coordinated effort of both the State and Federal Governments. The first step is to recognize wildlife as a major forest resource the wise management of which must of necessity be incorporated in a multiple-use type of program.

Mr. GRANT. Thank you very much for your excellent statement.

Our next witness is Mr. Kenneth B. Pomeroy, chief forester of the American Forestry Association. We will be glad to hear from you now.

Mr. MATTHEWS. I want to say that he was a constituent of mine, before he left us.

STATEMENT OF KENNETH B. POMEROY, CHIEF FORESTER, THE AMERICAN FORESTRY ASSOCIATION

Mr. POMEROY. Mr. Chairman and members of the committee, I have a very brief statement insofar as this legislation, and I would like to file it for the record and, also, if you will bear with me for just a moment or two, I would like to review some of the history leading up to this.

Mr. GRANT. The statement will be inserted in the record at this point.

(The prepared statement of Kenneth B. Pomeroy follows:)

STATEMENT REGARDING H.R. 10465 AND H.R. 10572, AUTHORIZING MULTIPLE-USE AND SUSTAINED-YIELD MANAGEMENT OF NATIONAL FORESTS

Mr. Chairman, I am Kenneth B. Pomeroy, chief forester of the American Forestry Association.

For 85 years this informed group of private citizens has had a deep and unswerving interest in the wise use and management of the Nation's forests. Several years ago, at the invitation of this association, several hundred people met here in Washington in a Forest Congress to develop a program for American forestry. The group included informed conservationists, educators, foresters, industrialists, private citizens and public officials from all sections of the country.

The program as developed at the Forest Congress then was submitted to all members of the American Forestry Association. It received the unqualified endorsement of 93.1 percent of all who cast a vote.

The program thus developed and approved identified multiple use as one of the three most important goals for forestry. They are:

1. To meet the essentials of forest protection.
2. To improve the national timber crop in volume and quality to a degree sufficient to wipe out all deficits and build up a reserve.
3. To obtain the maximum of economic and social services from our forests by realistic application of the principle of multiple use in their management.

The program also contains this additional directive regarding multiple-use policies:

"In furnishing the greatest good for the greatest number in the long run, forest areas provide many services and products in addition to timber. Conflicts arise and the highest use must be considered paramount in any given area. Under the principle of multiple use, the wise administrator will establish the required priorities and plans to enable the area under his control to contribute the maximum in products and services."

In accordance with the foregoing beliefs, the directors of the American Forestry Association unanimously endorsed H.R. 10465 on February 19, 1960.

AMERICAN FORESTRY TODAY

During the past decade forestry in the United States, both public and private, has gained in accomplishment and stability. It has moved from the original exploitation of virgin resources toward the goal of permanent integration in the American economy and structure of land usage. These gains are due in part to progress under public and private policies. The cooperative and other programs of Federal, State, and private action have set in motion many resourceful local programs and undertakings, not only in forest protection and tree planting but in forest taxation, research, education, and the improvement of cutting practices. Other important advances have resulted from the improved economic status of wood, its markets, and its production. Commercial forestry and wood utilization have made notable progress and are strengthening the economic base for timber cropping in many directions.

Much must still be done to conserve the forests of the United States and its territories and to improve their management. The goal of national policy is still the maximum contribution from forest lands to the American economy and to the health and spiritual well-being of its people. The importance of forests and forestry to national security and strength in worldwide relations has been reemphasized by international developments since World War II.

The more urgent and critical steps in American forestry have been taken. The actions now necessary fall more into the category of long-range planning and adjustments, consolidating gains, filling gaps, and improving methods.

THREE IMPORTANT GOALS FOR FORESTRY

The situation existing today, based on experience during the last decade, points up three immediate goals for national policy. They are:

1. To meet the essentials of forest protection. This will require continued expansion, improvement, and research on the control of forest fires, with special emphasis on control by prevention. It is of equal importance that the control of forest insects and diseases be brought up to and maintained at a level of effectiveness comparable to the control of forest fires.

2. To improve the national timber crop in volume and quality to a degree sufficient to wipe out all deficits and build up a reserve. This can be accomplished practically and economically by utilizing more fully the productive capacity of our public and private forest lands.

3. To obtain the maximum of economic and social services from our forests by realistic application of the principle of multiple uses in their management. This should include all forest uses and services, but must give great weight to national requirements in conservation of water and control of erosion.

The multiple use of land involves many adjustments between conflicting uses and benefits. The grazing of watersheds on forest-producing lands by domestic livestock or the propagation of game animals often involve such conflicts. They can be resolved only by intelligent administration, which must be charged with responsibility for determining the priorities in use on any given area.

THE PROGRAM

I. FOREST LANDOWNERSHIP

The commercial forest lands of the United States, excluding Alaska, embrace an estimated total of 461 million acres. They are scattered throughout the Nation. Based on U.S. Forest Service estimates (1945-50), their ownership in point of acreage is as follows: Federal, 89 million acres; State, county, and municipalities, 27 million acres; privately owned, 345 million acres. Small holdings greatly predominate in the overall ownership. Farm woodlands and other holdings of less than 5,000 acres represent 4,222,000 owners and a landownership of 261 million acres, or more than one-half of the total forest acreage of the country.

To clarify the status, responsibility, and action as regards the management and use of these lands for forestry purposes, we recommend that:

1. Early action be taken by the Congress to establish a joint congressional committee, consisting of members of the Senate and House Committees on Interior and Insular Affairs, the Senate Committee on Agriculture and Forestry, and the House Committee on Agriculture, whose objectives would be:

- (a) To consider a desirable pattern for ownership of Federal, State, and private forest, range, and other conservation lands.

- (b) To formulate policies to guide action of public agencies toward achieving this pattern.

- (c) To recommend to the Congress legislation needed to enable Federal agencies to implement these policies.

2. Early action by the Governor of each State to appoint a representative committee to report on the conditions in his State as they may relate to items (a), (b), and (c) above, and render a report which will be made available to the Joint Congressional Committee.

The American Forestry Association reaffirms its long-standing support of Federal and State forests. As a general rule, it should be the national policy to leave in private ownership most forest land having reasonable prospect of effective management thereunder; and to extend State or Federal holdings for timber production chiefly in land types not having such prospects or where there is need to complete existing public units. Future Federal purchases or exchanges should not block the extension of State forests or of sustained-yield private management.

II. FOREST LAND MANAGEMENT

To achieve the three goals of American forestry as set forth above, accelerated action in the field of forest land management is called for along the lines and under policies here recommended:

A. Forest protection

The protection of lands bearing forests or devoted to the growing of forests against destruction, depletion or damage by uncontrolled fires, epidemics of tree-destroying diseases, insects, and other pests is basic to long-range forest land management.

1. *Protection against forest fires.*—Continuous forest production of water, timber, forage, wildlife, and recreation is dependent upon adequate protection against fires. Current destruction or damage of these resources by fire, in the face of greater public use of forests and advances in resource value, emphasizes the urgency of an expanded and intensified control effort that will strengthen existing fire control programs and at the same time bring all forest lands under effective organized protection.

In some areas inadequate regular appropriations for forest protection result in inefficient use of the protection dollar. Special efforts should be directed toward increasing prevention and presuppression activities in order to reduce number and size of fires and consequently high costs of their suppression.

Organized protection of State and private forest lands has been extended to 369 million acres, leaving 58 million acres without protection. The cost of protection has risen to \$37 million, 75 percent of which is borne by the States and private owners. State expenditures are almost four times and private expenditures about double those of 1944. Federal expenditures are nearly one and one-half times the 1944 outlay. In many cases, however, the increases in area protected have not carried corresponding increases in facilities and personnel.

The term "fire control" as used herein means activities to prevent forest fires as well as to control them after they start. In striving for effective control, past experience shows that integrated cooperative effort offers the most efficient and economical means for achieving desired levels of protection. We recommend:

1. Coordinated effort by all agencies to expand and intensify fire control programs including:

- (a) A joint and private review of past and current problems on present control measures in each State and Alaska, of control needs, and finances.

- (b) Full recognition of protection responsibility by the cooperating Federal, State, and private groups.

- (c) Increased emphasis on hazard reduction in areas of heavy use and high fire frequency.

(d) More citizen fire prevention organizations at the community level and complete integration of all fire prevention and control programs.

(e) Competent technical assistance made available to those who use fire as a tool in land management.

(f) Further development of interstate and inter-American agreements to foster mutual aid. Joint training and joint planning for forest fire prevention and control.

(g) Analysis of fire causes at the local level so that prevention programs may be readily adapted to meet current situations effectively.

(h) Intensification of research in forest fire control and coordination with military research in defense against fire from atomic and incendiary attack.

(i) Improvement of fire weather forecasting, particularly for local areas and specific forest types, as an important tool for fire prevention and control. The Weather Bureau is encouraged to provide leadership in this service.

Changing conditions, increasing industrial activities and population pressures are constantly increasing fire hazards and risks, requiring intensification of prevention and control programs and modernization of techniques and methods of protection. The risks involved and the values at stake emphasize the compelling need for the general public, the public agencies, the private owners and users to integrate more completely their skills and efforts in the common cause of fire control.

More needs to be learned about fire and weather behavior in relation to fire control, and about human response in relation to fire prevention appeals. Research in these fields, together with the development of media, methods, techniques, and equipment is essential to keep abreast of growing resource demands and rising protection costs.

The military and other Federal research organizations have made great strides in perfecting the use of fire as an offensive weapon. Similar research is required to perfect a defense against fire from atomic and incendiary attack. These same defensive techniques and developments will contribute materially to the control of large and catastrophic forest fires.

2. *The control of insects and diseases.*—Inroads made by forest pests on the Nation's timber supply today are imperiling the forest economy of many communities. In no field of forest activity is the need for immediate remedial action more acute. To combat effectively this menace, full use must be made of the cooperative principles of detection and control as laid down by the Forest Pest Control Act (Public Law 110) enacted in 1947. To make this act and related State laws more effective, we recommend:

2. Greater and better-coordinated efforts by all appropriate agencies toward more effective control of destructive forest insects and diseases.

To this end, we recommend:

(a) A joint public and private review of past and current research and control programs in relation to accomplishments and needs, pointing toward the expansion and coordination of research and control programs by Federal, State, and private groups. Special attention should be given to this study by the State pest control action councils.

(b) That State and National pest control action councils review pest outbreaks, and provide leadership in obtaining cooperative control.

(c) Expansion and improvement of cooperative annual pest detection surveys, to obtain adequate coverage of forest lands subject to destructive outbreaks of insects and diseases.

(d) That all forest States be prepared to cope with damaging pest epidemics by enacting enabling legislation to authorize and finance early action in cooperative control of forest insects and diseases.

(e) That emergency funds be allocated in Federal and State appropriations to control new and unexpected outbreaks of insects and disease at their inception.

(f) Greater use of sanitation-salvage cuttings and other forest management practices known to be preventives against disastrous pest outbreaks.

(g) Increased emphasis on forest management as a tool for preventing disastrous insect and disease outbreaks.

(h) Practicing foresters should be sufficiently grounded in detection of tree diseases and insect epidemics that they can identify threatening deprecuations in an early stage.

Mounting losses from insects and diseases in all forest areas point to the urgent need for review of past research findings and control measures. The development through research of effective and economical control methods is the first basic requirement to cope with the present increasing pest problem. Such research needs to be strengthened in new work by Federal, State, and private forest organizations.

The Forest Pest Control Act passed by Congress in 1947 provides for cooperative programs of detection surveys and for assistance in the control of forest pests. This long-needed legislation marks an important step forward in forest pest control. For its most effective operation there is need for similar State authorization, and appropriations to control outbreaks when small. Further, the difficulty of estimating control needs in advance makes it essential to have emergency funds available so that early action is possible. This will have the added advantage of minimizing losses and control costs.

3. *Control of destructive rodents and other pests.*—To derive maximum benefit from intensified forest practices, it is often necessary to control destructive rodents and other pests, which defeat reforestation efforts by destroying planted seeds or seedlings and thereby make restocking of forest lands economically impractical. By discouraging natural or aerial restocking of harvested lands, and by reducing drastically the survival rate of planted seedlings or trees, these pests continuously hamper the effectiveness of reforestation programs. Severe losses of thrifty growing stock are also continuously occurring from porcupines and other bark-feeding rodents. To combat this menace, we recommend that:

3. Federal, State, and private groups intensify research projects to develop and test measures for control of rodents and other pests and that results be made available for general use.

B. Forest practices

With protection, the application on the ground of good forestry practices holds the master key with which to derive from forest lands their maximum and permanent contribution to American welfare. To accelerate progress already made, we recommend:

General recommendations.—1. Continued extension of more intensive forest management practices on all lands devoted primarily to timber production. Such practices include:

(a) General application of thinnings, improvement cuttings, and other cultural practices to forestall mortality losses, obtain more complete utilization, increase growth, and improve quality.

(b) Universal use of harvesting methods that insure a satisfactory new crop of trees as rapidly as practicable.

(c) Progressive construction of timber access roads were economically justified into commercial timber areas to provide better protection, intensive utilization of overripe, dead, and damaged trees or stands and thereby retain the residual trees or stands for faster growth and greater productivity.

(d) Extension of public timber sales and private timber harvesting into areas yet undeveloped so as to put all commercial forest lands into actual sustained production as rapidly as possible.

The greatest need for increased growth is in trees of sawtimber size. Present annual sawtimber growth has been (1945) estimated at 36 billion board feet. This growth rate ultimately can be more than doubled under intensive forest management if the best of currently known methods of stand improvement, harvesting, and utilization are promptly and generally applied. The current supply of sawtimber can be substantially increased by intensifying the timber access road program and harvesting trees of sawtimber size which are now being lost through mortality.

2. Promotion as a forest conservation measure, of the fullest possible use of the tree by encouraging improved harvesting and processing techniques and complete manufacture and merchandising of all usable wood material.

3. Encouragement of consumer demand for forest products so as to maintain markets and to develop new outlets for all usable wood material as a fundamental inducement to the greater application of good forest management practices on private and public lands.

4. That all classes of forest owners be encouraged by education and demonstration to participate in this advance in American forestry. But it rests with the administrators of public and private forests and with industries dependent on abundant wood supplies, to lead the way.

Responsibilities of public agencies.—5. With regard to public lands, public agencies responsible for timberland administration should—

- (a) Provide adequate forest protection as recommended in section A.
- (b) Maintain timber inventories for each management unit of sufficient detail to provide a basis for management plans and timber sales. Prepare management plans to provide for orderly harvesting of the timber crop on a sustained-yield basis at a high level of productivity and quality.
- (c) Provide for construction of timber access roads to permit utilization of timber, not now accessible, either to meet an emergency or to carry out management plans.
- (d) Accelerate the preparation of timber for sale—in accordance with the management plan—to meet market demands. This involves advertising the timber for bids, preparation of sales contracts, designating timber to be cut, and supervision of the sales.
- (e) Provide for adequate regeneration of forest lands through natural regeneration encouraged by correct forest practices or by planting or seeding as needed to restore land to productivity within a reasonable time.
- (f) Take prompt action in emergencies created by insects and disease epidemics, major fires, or large-scale blowdowns, to salvage usable timber, temporarily suspending the allowable cut quota in order to prevent waste and to reduce fire hazards, following which the land should be immediately restored to productivity.

Control of destructive practices.—6. The development of State policies, methods, or laws by the people of each State to avoid unnecessary destruction of growing stock and young growth and to assure practices that will maintain continuous production on forest lands.

Needed controls should be developed State by State as local conditions and forest practices require. Painstaking discussion and explanation of proposed controls with the forest owners affected are essential in initiating such measures. The assistance to forest owners recommended in this program will help to promote compliance.

C. Forest planting

It is estimated that there are 65 million acres of poorly stocked and deforested areas, where artificial reforestation is needed or economically justified. A large percentage of these lands lies close to areas of largest populations and forest products demands. The highest economic use of such areas is timber growing; and planting and direct seeding are means of getting them promptly into production. We recommend:

1. Continued expansion of tree planting and seeding activities sufficient to restore nonrestocked and poorly stocked forest land to productivity within a reasonable time or to introduce more desirable species. Pending the determination of acreage in need of reforestation, a planting objective of 2 million acres a year is believed reasonable.

2. That stock distributed from public nurseries be limited to plantings for forest products, wildlife food and cover, watersheds, erosion control, and windbreaks or shelterbelts.

In 1951, 450 million trees were distributed from Federal, State and industrial forest nurseries. The current annual planting and seeding is approximately 500,000 acres, about 80 percent of which is on private lands. Increased planting activities are important on publicly owned lands, and on industrial lands, where necessary to maintain full production of desirable species, or for watershed protection and shelterbelts. Reforestation on the scale recommended will create new wealth for the Nation and hasten balancing of the forest budget.

While there have been notable increases in acreages reforested annually during the past 3 years, there still are serious shortages of seeds and planting stock in most regions. Consideration should be given to improvement in quality and quantity of seed supplies and planting stock.

III. MULTIPLE-USE POLICIES

In furnishing the greatest good for the greatest number in the long run, forest areas provide many services and products in addition to timber. Conflicts arise and the highest use must be considered paramount in any given area. Under the principle of multiple use, the wise administrator will establish the required priorities and plans to enable the area under his control to contribute the maximum in products and services.

A. The conservation of water

The conservation of water has become a problem of nationwide importance and concern. Great sums are being expended yearly to protect watershed areas or to prevent soil erosion and sediment damage by uncontrolled runoff of water. The acuteness of the situation is emphasized by the increasing numbers of areas seriously threatened by shortages of water for domestic, industrial, agricultural, or recreational uses.

We recommend recognition of water conservation as of paramount importance in the management of many public forest and rangelands. Public agencies should provide for:

1. Management of timber and grazing resources to improve the quantity, quality, and regularity of waterflow needed for domestic, agricultural, industrial, and recreational use, and to prevent and eliminate water pollution.

2. Coordination of planning and application of watershed management and flood-prevention measures on upstream forest, agricultural, and rangelands with the construction of downstream flood control and waterpower development projects.

3. In Federal dam and water reservoir projects; consideration of their impact on public and other lands and provision for replacement to the extent practical of impaired facilities and services.

4. Public acquisition of forest and rangelands where watershed protection and management are of very high priority.

The Flood Control Act of 1936 and subsequent amendments passed by Congress initiated a national policy for the study and improvement of critical upstream watersheds. Reports on some 60 such watersheds have been submitted to Congress which has approved 11 of them and has authorized the recommendation for maintaining forest cover and other water conservation works. This upstream watershed program is under the direction of the Secretary of Agriculture and is now being implemented through the Soil Conservation Service and the Forest Service. The Corps of Army Engineers and the Bureau of Reclamation are charged with planning downstream storage and diversion structures.

The management of forest lands plays an important part in the success of this program. Unofficial estimates are that at least three-fourths of the total forest area, commercial and noncommercial, are of critical importance for flood and sediment control and for surface and underground water conservation.

It is encouraging to note that in addition to the public agencies, numerous organizations, privately sponsored, financed and managed, have become active in the fields of water conservation, flood-control and prevention of erosion and sediment damage.

B. Forest recreation

The expanding population of the country, coupled with shorter work hours and weeks and with a growing appreciation of the outdoors, has created a tremendous demand for forest recreation and has taxed the existing areas and facilities. We recommend:

1. Full recognition of the intangible values inherent in forests and forest lands and of their tremendous importance to the recreational, cultural, and spiritual needs of our people.

2. Provision for the preservation of special areas such as national parks and monuments and wilderness areas from any use that will interfere with the complete satisfaction of these needs.

3. Development of adequate services and facilities to permit safe use and full enjoyment of public lands by the people.

An essential phase of forest land management is the reservation from conflicting use of areas which render higher public services through recreation and inspiration. Examples of this type of management are existing State and National parks, National monuments, wilderness areas and wildlife refuges, created to preserve natural, scientific, or historical features for the enjoyment, education, and inspiration of all the people.

C. Grazing on public lands

To administer effectively public rangelands, we recommend that:

1. Numbers of livestock be brought into balance with the sustained grazing capacity of the range.

2. Sustained-range productivity be improved by reseeding, other range improvement measures and better management, in full consideration of priority needs of water, timber, and other uses of certain public lands used for grazing.

3. Permits to graze livestock on public lands be considered a privilege and not a legal right.

D. Mining on public lands

Efficient management of many millions of acres of Federal public lands, including the discovery and development of new or known mineral resources, is in the public interest. The legitimate miner and prospector should be encouraged to carry on such work. However, widespread abuses under the existing mining laws—namely, efforts by individuals to use the mining laws as a means of acquiring Government lands for other than mining purposes—should be stopped. We therefore recommend that:

1. Congress revise the Federal mining laws to prevent their abuse by claimants or patentees who use their claims to tie up more valuable timber or other surface resources than they legitimately need to develop the minerals.

E. Wildlife management

Forest land provides habitat for many important wildlife species. In the formulation of forest management plans, wildlife management should be accorded a definite place, and the fact recognized that in certain areas forest practices should be modified in the wildlife interest. We recommend:

1. Integration of wildlife management practices with those of forestry on forest lands.

2. Development of wildlife management programs in cooperation with State game agencies for the purpose of maintaining a balance between wildlife populations and domestic livestock in relation to available food supplies.

3. That, to the extent practicable, private forest landowners should work with appropriate State agencies and local authorities to develop further the use of private forest lands for hunting and fishing which would not be detrimental to the major purpose of management, to protect the resource from fire and to establish other security measures. State and local authorities should recognize and carry out their responsibilities to protect the rights of the private landowners in this regard.

Overpopulation in certain areas of such animals as deer and elk has caused destruction of the forage, including important tree species, and starvation in the herd. To achieve a balance between population and food supplies in these areas, and to prevent the occurrence of similar conditions in other areas, it is necessary that herd control be instituted under the authority of State legislation. Likewise, the competition between deer and elk and domestic livestock for the available forage must be taken into account wherever grazing on public land is permitted.

IV. EDUCATION AND ASSISTANCE TO FOREST OWNERS

A. Assistance

Three-fourths of all commercial forest land in the country is in private ownership. It is distributed among more than 4 million owners in tracts ranging from small farm woodlands to large corporate holdings. The great majority of these owners, particularly in the small-ownership class, are uninformed as to best methods and techniques of managing their woodland for continuous and profitable growing of timber.

Here is the greatest field in which to increase forest production in the United States. This calls for a much more extensive and aggressive program of education and on-the-ground assistance to private owners. The problem is especially acute in respect to small owners who hold about 261 million acres or over three-fourths of all privately owned commercial forest land in the country.

Considerable progress in this field has been made in the last decade by public and private agencies. The interest of forest industries in future supplies of raw material has brought them into this field in force. Many industry-employed foresters are now assisting woodlot owners with the management of their forest lands. This has greatly supplemented the work of a growing number of consultant foresters and approximately 400 foresters in public employ. This three-pronged drive to educate and assist owners in better management of timberland has demonstrated what can be done in this important field.

We recommend the continued, coordinated expansion and improvement by all agencies, public and private, of programs of education and technical assistance to the owners of farm woodlands and other small forest properties, and of advice and assistance to the small conversion plants in wood-using industries. This includes:

1. As a basis of Federal policy and financial cooperation in the above fields, broad educational and group promotional activities should be conducted by State extension organizations; service programs and individual assistance on the ground should be directed by the State departments of forestry in accordance with Federal and State policies clearly defining the limits of free public aid.

2. Forest industries which buy logs or pulpwood from woodland owners or contractors should as a procurement policy, instruct their suppliers in good forest practice, institute or expand management service programs and establish purchase procedures that will encourage good management practices by small owners.

3. Coordination at the State level of all agencies working in these fields is of utmost importance to avoid wasteful duplication of effort.

4. Expansion of forest educational and extension programs in agricultural areas is needed to reduce woodland depletion by livestock where land is primarily adapted to forest growth.

5. Emphasis should be given to the fact that the woodland is an important resource to the farm and should be so recognized in farm planning. Forestry should be an integrated part of the activities of soil conservation districts.

B. Forest taxation

If the efforts of a greatly expanded field staff are to prove successful, forest and forest land taxation, income tax laws and forest credit and insurance must all be looked at realistically in terms of how best to promote intensified forestry practices on the ground.

The general property tax, unless specifically modified, often imposes an inequitable burden on properties devoted to the continuous production of forest crops. Usually such burdens are the result of improper assessments or unreasonable tax rates, or both. The confiscatory effect of this tax, if levied year after year on growing trees, discourages private forestry enterprise and may lead to destruction of forest resources with consequent harm to the Nation's economy. This is especially true for stands of sawtimber which must be grown on long rotations to obtain maximum yield and value. Special taxes for such purposes as construction of dike, drainage ditches, and other improvements may have a similar deterrent effect. The general property tax should be modified in its application to forest properties or superseded by a system of taxation more similar in effect to systems applied to other types of property.

Likewise the Federal Internal Revenue Code as it applies to timber has an important influence on the decision of private forest landowners to practice the long-term forest management necessary to assure adequate timber resources upon which the Nation can depend for its future requirements of forest products. Growing timber is a capital asset and, without denying any forest owner the opportunity to include in ordinary operating expenses the cost of maintenance and protection of, and other ordinary recurring expenses incident to, the ownership of his forest lands, its owners should be allowed the same capital gain or loss treatment under the income tax law as is allowed other taxpayers disposing of capital assets. Such equitable treatment encourages sound, long-term forest management and stability of ownership and communities. We recommend:

1. Vigorous and prompt State action where necessary to effect forest taxation systems adapted to continuous forestry enterprise and to relieve forest owners from disproportionate burdens now imposed on forest lands by the general property tax and other taxes. This action may involve new legislation, new regulations, new methods of assessment and administration, or all three.

2. That individual and corporation income tax provisions of the Federal Internal Revenue Code encourage sustained-yield forest management by allowing as deductions from income all ordinary recurring expenses of tree and timber growing and further by permitting the taxpayer who owns or has contract rights to cut timber to elect to treat consistently the proceeds from timber cutting either as ordinary income or as capital gain.

C. Forest credit and insurance

Federal and State statutes and regulations have prevented the banks from accepting forest properties as collateral security for loans to finance timber growing. This restriction on forest properties as liquid assets has severely

limited the sources of funds for this purpose. This has been particularly true with respect to the owners of smaller properties. Industrial and other owners of larger forest properties have often had the advantage of other credit and sources of funds. Additional provisions should be made for meeting the credit needs of owners undertaking the growing of forest crops as a business and in order to assist the flow of capital investment into forestry. National banks should avail themselves of the opportunities afforded by Public Law 285 of 1953 to make loans to woodland owners and thus provide a much needed service. The various States should be encouraged to enact similar legislation where necessary to permit State banks to function in a comparable manner and thus further expand the available forest credit facilities.

Forest fire loss experience is favorable to application of the insurance principle in a large part of the country. Such application is needed as a practical business aid to full production. We recommend:

1. That adequate credit facilities to encourage intensive management of woodlands and continuous production of timber be made available by national banks in accordance with the provisions of Public Law 285 of 1953 and by State-chartered financial institutions operating within the framework of similar or more liberal legislation.

2. That forest owners consider formation of a mutual forest fire insurance company or companies unless established fire insurance organizations act without undue delay to extend their operations to include forest properties at rates consistent with the risks involved.

D. Education (professional)

To advance forestry in proportion to its ever-increasing importance to the Nation, a sufficient number of thoroughly trained forestry technicians and specialists must be added to the ranks of the profession each year. This calls for strong professional institutions which will turn out foresters well grounded in fundamentals, as well as specialists in the various fields of research, including subjects such as forest genetics and watershed management which are not now adequately covered. There is a recognized need for an increase in practical farm forestry courses for students at agricultural colleges. Also a need exists for subprofessional training at the ranger school level. Technical conferences and exchange of information leading to professional improvement should be encouraged, including short courses in forest soils, hydrology, photogrammetry, genetics, and like subjects. We recommend:

1. Strengthening of professional forestry training in vital fields not now adequately covered; continued subprofessional training on a regional basis where the need is evident; expansion of continuation training for practicing foresters through technical conferences and short courses.

2. That agricultural colleges offer courses in forestry giving prospective farmers, county agents, agricultural teachers and other agricultural workers an understanding of the importance of woodlands in farm economy and some knowledge of their management. Forestry should also be included in the programs of instruction of the vocational schools of agriculture.

3. Constant attention be given to ways and means of making Federal and State service in forestry agencies an attractive career, including reasonable security for competent technical personnel.

E. Education (public)

Education is a primary means by which forestry programs and practices can be continuously improved. The use of movies, radio, and television has broadened the field of forestry education, both for young people and adults. Teacher training through workshops and other means and work with organized youth groups are particularly important with the emphasis on the essentiality of our forests in everyday life from the standpoint of wood production and their role in soil, water, and wildlife conservation. Such programs should be worked out to fit local situations and conditions and should be conducted cooperatively with local conservation organizations under strong and well-qualified leadership. To facilitate this work, cooperative action should be initiated to designate clearing-houses at the regional or State level for dissemination of appropriate films and radio and television scripts for use in public education and forestry. Better understanding of the importance of forests to the public can also be effectively promoted by a well-informed press, significant articles in periodicals, well-planned advertising campaigns and well-distributed demonstration woodlots. The importance of assembling, preserving, and publishing historical material is

recognized as being of major importance and should be stressed. We, therefore, recommend:

1. Intensification of public education in forestry matters through increased use of audiovisual methods, teacher-training workshops, youth conservation camps, suitable published material, public meetings on demonstration woodlots and the establishment of appropriate clearinghouses for dissemination of public education materials.

V. FOREST RESEARCH AND SURVEYS

Research is essential to forestry progress in that it supplies the knowledge which leads to better methods of growing, harvesting, and utilizing forest products. Forest surveys report the conditions on the ground and point up those needing correction or improvement. Used together, research and surveys, objectively directed and integrated, can provide powerful stimulation and effective assistance in attaining the goal set forth in this program.

A. Forest research

More research is needed in most phases of forestry but special efforts are urgently required in certain important fields which have hitherto received inadequate attention. These are: watershed management, insects and diseases, forest genetics, utilization of little-used species, economic aspects of forest management, forest products marketing, and land-use conversion. Also research of a fundamental or basic nature leading to new knowledge is essential to long-run progress and has been neglected.

A need exists for improved cooperation among participating groups and individuals. More advisory committees—composed of research specialists and those using the findings of research—should be set up without delay. The timelag between the acquisition of facts and the application of these facts in the forests, constitutes a major problem.

In view of this need for an accelerated action program in this major field, we recommend:

1. Expansion of forest research to certain fields not now adequately covered.
2. Recognition of the primary but not exclusive responsibility of public agencies and educational institutions for fundamental research and industrial organizations for applied research.
3. Improved coordination of research through advisory committees and other suitable means.
4. Speedup of publication and application of research findings.
5. Establishment of permanent study areas within virgin forest associations and other appropriate ecological areas in order to provide a more comprehensive knowledge of natural developments.

Annual expenditures for research by the Forest Service increased from \$2 million in 1940 to \$5,400,000 in 1953. Expenditures by industries and other agencies advanced from \$6 million to \$20 million during the same period, with private research making notable progress in the field of wood use, especially wood chemistry. Cooperative research programs in which Federal, State, and private agencies participate have increased greatly in the last decade.

Nevertheless, a major job remains to be done. The responsibilities for that job should be shared by public agencies and institutions, business and industry, and private institutions and organizations. The responsibility for developing the fundamental aspects of the needed research should in large part be borne by public agencies and educational institutions. The forest industries have a responsibility, in turn, to concentrate on the applied aspects of research in production and utilization and to provide more of the necessary pilot-plant development for promising fundamental research leads. Industry should also sponsor more research in educational institution.

B. Forest surveys

Basic information needed for sound planning of forestry programs and for a public understanding of the place of forests in the general economy can best be obtained through periodic surveys of the Nation's forests. About two-thirds of the commercial forest land has been covered by official surveys and about one-fourth has been resurveyed. The estimates of 1952 show 1,617 billion board feet of standing sawtimber; also 470 billion cubic feet in all trees 5 inches and over in diameter. The current annual drain (estimated in 1945) of which 3.4 percent loss from forest fires and 7.5 percent loss from insects, disease, and wind, is nearly replaced by growth in the cubic-foot classification, but exceeds growth in

the ratio of 3 to 2 in the board feet tabulation. The aggregate productive capacity of our forest lands is at least double their present growth.

In view of the stake of local industries and the States and territories in the forest survey, their greater participation in planning and financing the work should be encouraged. These surveys should provide information on timber needs, volumes, growth rates, depletion due to cutting, insects, and diseases, and site classification. They should be so designed as to provide information on a county basis, where such detail is made possible by the cooperation of State, local governmental units, and industry. A review of the Nation's forestry situation at about 10-year intervals is desirable. There is need for drastic acceleration of the survey rate to achieve this goal. Conducted by the research branch of the Forest Service, new and improved techniques for making forest surveys are giving greater accuracy at less cost. We, therefore, recommend:

1. Continuation and acceleration of the forest survey; greater participation by States and local industries; review of the Nation's forestry situation at periodic intervals; development of new and improved survey techniques for greater accuracy and lower cost.

A PROGRAM OF ACTION

This program is essentially a statement of policies, which must be put into effect by public, legislative, and administrative actions and by the supporting activities of industries, civic-minded organizations, and public-spirited citizens in all fields of American life.

The American Forestry Association accepts responsibility for publicizing and obtaining general acceptance of this program and, in cooperation with other private and public agencies, for advancing its recommendations nationwide by State and National actions as they appear practicable.

Mr. POMEROY. In the year 1873 the foremost scientists of this Nation assembled at Portland, Maine, at a meeting of the American Academy for the Advancement of Science and they heard a paper on the duty of Government in the preservation of forests. This, we think, is the real beginning of forest conservation in America.

These people appointed a committee of eight men to consider what might be done, and this is what they said:

Our people must be educated to a knowledge of the situation and familiarized with the means by which benefits may be gained or injuries avoided.

Out of this thought and this recommendation our association, the American Forestry Association, was born 2 years later.

From the very beginning our association urged that the forests of the public domain should be placed under management. Conservation through wise use became the slogan then and ever since. Consequently, the creation of the forest reserves in 1891, and legislation providing for the management in 1897, were hailed as the great forward steps in the field of conservation.

Ever since then the American Forestry Association has kept in very close touch with the administration of the national forests. We have been pleased with the manner in which these directives were carried out.

Consequently, the directors of the American Forestry Association on February 19 of this year endorsed H.R. 10465 and H.R. 10572, providing for multiple-use and sustained-yield management of the national forests. This endorsement is given with the understanding that future management shall continue to be in accordance with the principles laid down in the historic directive, "the greatest good for the greatest number in the long run."

Thank you.

Mr. GRANT. Thank you very much for your fine statement.

Mr. McINTIRE. I wish to express my appreciation to Mr. Pomeroy for giving a very interesting historical item in relation to this subject, as to the group that met in Portland, Maine, back many years ago.

Mr. GRANT. We thank you again.

Mr. POMEROY. Thank you.

Mr. GRANT. Mr. Crafts, Dr. Dixon wishes to ask some questions of someone representing the Forest Service.

Mr. CRAFTS. I will try to answer them.

Mr. DIXON. I have a few questions which I think that you can answer rather briefly that come from one of my constituents. I shall read these questions in order to get the exact information they want to have.

In Mr. McArdle's prepared testimony the emphasis was on "multiple use." On page 6, paragraph 3, of his statement, there occurs the following:

We recognize that priority of resource use will vary in locality by locality and case by case. The practice of multiple use required for equality under law with administrative discretion in application to particular situations.

Are we to interpret this statement to mean that the Forest Service will inventory its lands, setting aside some areas for recreation only, some for timber only, grazing only, et cetera? Will this legislation for multiple use of all national forests areas provide joint use, or will it promote a system where single uses are given priority in some areas to the exclusion of other uses?

Mr. CRAFTS. Mr. Dixon, as Dr. McArdle endeavored to explain we think that this bill would promote multiple use of renewable resources of most national forest areas.

As he, also, endeavored to explain the priority of these uses will vary locality by locality. There are some areas, perhaps small areas, such as camp grounds, picnic grounds, winter sport resorts, that sort of thing, which will largely be single use, but by and large, and to answer your question in general, this bill would promote multiple use over the national forest system.

Mr. DIXON. You have partly answered my second question.

You will continue to withdraw areas for campsites, winter sports areas, and similar uses?

Mr. CRAFTS. Yes, we would.

Mr. DIXON. And exclusive use for those purposes?

Mr. CRAFTS. Yes, we would.

Mr. DIXON. Is that Mission 64 or Operation Outdoors?

Mr. CRAFTS. Mission 66 is the program of the National Park Service. Ours is Operation Outdoors.

We do not withdraw these areas as such. We designate them for recreation purposes. It is not a formal withdrawal. There will be no change in our policy. We do sometimes ask the Interior Department to withdraw selected areas from mineral entry.

Mr. DIXON. There will be no withdraws specifically for campsites?

Mr. CRAFTS. No.

Mr. DIXON. Do you consider the location and development of minerals a resource of the national forests; and, if so, how will this legislation affect such activity?

Mr. CRAFTS. Minerals are a resource of the national forests. They are not one of the renewable surface resources of the national forests.

This legislation will not affect the utilization or prospecting for minerals in any way whatsoever, because the last sentence in section 1 makes it clear, I believe, that the authority of the Secretary of the Interior with respect to the administration of the mining laws would not be abridged or affected in any way.

Mr. DIXON. That is specifically stated therein?

Mr. CRAFTS. That is correct.

Mr. DIXON. Out of that, do you contemplate instances where the location and development of a mining claim might conflict with one or more of the five purposes for which the national forests should be administered?

Mr. CRAFTS. Well, yes; situations like that now exist, and will continue to occur. There will continue to be situations like that in the future, there is no question about that, but the determination of the validity of mining claims and the determination of whether to issue a mining patent is handled under the mining laws. And this bill, if enacted, would not affect that proceeding in any way.

Mr. DIXON. Thank you. I have one question of my own. A year or two ago we passed a bill which would prohibit a person from filing on a segment of land for a mining claim merely because it had sand and gravel on it. For instance, we know of places at the juncture of streams where individuals have filed on a beautiful campsite, where there is only sand and gravel, as a mining claim. Would the law work effectively to withhold such filing?

Mr. CRAFTS. I cannot answer specifically, but in general my understanding is that there has been improvement in that respect.

Mr. DIXON. We know of one instance where an individual or corporation grabbed off some land under the guise of a mining claim, because it had gravel beds on it, and then because they knew that a Federal highway was going through that area, sold the gravel to the Federal Government at a prohibitive price. I would like you to provide the committee with a report on how effective this law is in correcting such abuses.

Mr. CRAFTS. We will be glad to do that.
(The information follows:)

HON. GEORGE M. GRANT,
House of Representatives.

DEAR CONGRESSMAN GRANT: This letter is in response to Congressman Dixon's request at the hearings on H.R. 10572 and similar bills held by your committee on March 18 for information on the effectiveness of the provisions of section 3 of the act of July 23, 1955 (69 Stat. 368).

Section 3 of the 1955 act removed the common varieties of mineral materials from location and entry under the general mining laws. Their disposal is authorized under the Mineral Materials Act of July 31, 1947, as amended. Under section 1 of the 1947 act, as amended, the Secretary of Agriculture issued regulation U-13 (36 C.F.R. 251.4) governing the disposal of common varieties of mineral materials on national forest and land utilization project lands reserved from the public domain administered by the Forest Service, U.S. Department of Agriculture.

The law has been of general benefit to the Forest Service in that common varieties of sand, stone, gravel, pumice, pumicite, or cinders are no longer subject to mineral location. We have experienced a few difficulties with claims for these materials which were located subsequent to July 23, 1955. In each case the question of whether the materials were of a common variety has been the

basis of contention. Three such cases have been contested to date; two of which were resolved in favor of the United States; and in the third, a portion of the claims were allowed while the balance were declared null and void.

We have not encountered any flagrant cases where mineral location of these materials were made to tie up road materials in advance of highway construction projects since enactment of the 1955 act.

Some of the benefits of section 3 of the act are:

1. The Forest Service has been able to currently dispose of these common varieties of mineral material as needed by the various States for highway purposes without making a charge. This has facilitated use of the material for other than industrial and commercial purposes, giving better public service.

2. Through the issuing of permits, lands desirable for public ownership have been retained, at the same time the common varieties of such materials have been made available.

3. Through the permit system the Forest Service has retained control of the operations to prevent serious erosion and other adverse factors connected with the removal of these materials.

Also, we wish to point out that substantial progress has been made under section 5 of the 1955 act. The administration of the national forests has been greatly implemented by the determination of surface rights. Approximately 51,200,000 acres of the estimated 120 million acres of national forest land needing processing under the in rem procedure provided for in section 5 of the act have been completed as of January 1, 1960. There are an estimated 549,239 mining claims on this area, and under the procedure provided in the act, the Government now has the right to manage the surface resources on 535,215, or 97 percent, of the claims, in accordance with section 4 of the act.

The 1955 act has been remarkably successful in the 4½ years since its enactment in enabling the Department to progressively determine its rights to the management of surface resources on mining claims. However, the multiple use mining act leaves some important problems unsolved. These include the patenting of valid claims primarily to obtain title to valuable timber resources and the inability of the Department to require that mining operations on claims be conducted in such a way as to protect the forests, minimize soil erosion, water pollution, and damage to watersheds, or to provide for restoration of the surface.

Should you need further information on this subject, we would be pleased to supply it.

Sincerely yours,

RICHARD E. McARDLE, *Chief*,
By EDWARD C. CRAFTS.

Mr. GRANT. Thank you very much. We thank all of the witnesses for their appearance here today.

The record will be held open for 2 weeks, so that anyone may file additional statements.

The Chairman has many communications which he will make a part of the record at this point.

(The documents referred to follow:)

STATEMENT OF HON. JACK WESTLAND, A REPRESENTATIVE IN CONGRESS FROM THE
SECOND DISTRICT OF THE STATE OF WASHINGTON

Mr. Chairman, I am presenting this statement to the subcommittee in support of my bill, H.R. 10778, which would authorize and direct that the national forests be managed under principles of multiple use and provide for sustained yield of products and services.

The population explosion concerns many persons, including myself, and it affects the Nation as a whole as well as my native State of Washington. Nationally, forecasts indicate our population will increase to about 310 million persons by the year 2000, approximately 70 percent above the present population.

On the other hand, there is little likelihood of significant changes in national forest acreages either in the Nation or in the State of Washington. An upward trend in population and the unlikelihood of increased acreages in our national forests will mean that we must find ways to make our land serve double duty if

the population of tomorrow is to have the opportunities which these resources give us today.

In Washington State we have about 9.7 million acres in six national forests; three of these, are in my own district. I must say the forest supervisors and their staffs in the national forests are doing an excellent job in carrying out the program of multiple use.

But, tomorrow the people will need more timber for their economy, more recreational opportunities for their leisure time, more wildlife and fish to insure the hunter and fisherman some degree of success, and more water for irrigation, industry, and domestic purposes.

The National Forest Service recognizes these needs and has prepared a long-range program to meet them. This program, which was presented to Congress March 24, 1959, is based on the concept of multiple use. This concept or principle isn't new to the Forest Service.

For 50 years the Service has believed that the application of multiple use in the management of national forests is a sound principle. It is based on the recognition of the many elements of the forest and their interdependence. Its application has given the people of the United States a greater sum total value than could have been obtained by single-purpose treatment of individual resources.

Multiple use is a principle rather than a system of management. It does not have a precise or universal meaning for each acre, nor can it be applied to small areas. It must be applied in the planning of large areas such as our national forests.

In the letter that accompanied the 1959 program to which I have referred, the Secretary of Agriculture stated that legislative authority for the recommended program was adequate, but that supplemental legislation would be proposed as the need arose. My bill falls in this category.

The bill would contribute significantly to the achievement of the national forest objectives, would help to assure the balanced development and use of national forest resources and would prevent their possible future overutilization as a result of economic and single-interest pressures.

Mr. Chairman, this legislation would set the record straight and give the National Forest Service the statutory authority to carry out principles which it has accepted for 50 years and it would prevent single-interests groups of all kinds at some future date from pressuring the Service into single-purpose development of parts of our forests.

Our expanding population and growing economy demand the best economic use of our forest soil. The Congress by expressing belief in the multiple-use principle can assure for future generations the benefits that flow from good forest management and proper timber harvest. These benefits include the increased production of clear and usable water for irrigation and municipal purposes, silt-free streams for good fishing, a better habitat for game, and the development of more accessible and better appearing forest for recreational enjoyment.

Mr. Chairman, I want to thank you and the members of this subcommittee for giving me the opportunity to present this statement in support of H.R. 10778.

STATEMENT OF HON. KEN HECHLER, A REPRESENTATIVE IN CONGRESS FROM THE
FOURTH DISTRICT OF THE STATE OF WEST VIRGINIA

Mr. Chairman, it is a privilege to appear in support of H.R. 10572, because I believe that the conservation and wise use of our natural resources is one of the important jobs facing our Nation in this decade. I have introduced H.R. 10754, a companion bill to the ones you are considering, as evidence of my deep interest in the management of America's national forests.

There are now 177 million people living in these United States; 33 million more are predicted in the sixties. This is an increase of 17 percent in the next 10 years. Each month some 200,000 arrive at the rate of 1 every 11 seconds. There may be over 300 million people in our Nation by the year 2000—just 40 years from now.

I mention these explosive population statistics because these people depend on products of our soil and forests for a good life. This means a greater use of the resources of our forests—timber, water, forage, wildlife, and recreation.

Paper is one of the products of the forests that has skyrocketed in the past 50 years. In 1900, Americans used around 50 pounds of paper per capita. Now we are using over 400 pounds per capita. New developments on plastics, chemicals, plywood, and synthetics all require more trees as the basic raw material. The national forests now supply many of these needed resources. In the years ahead, the demands on the products and services these public lands furnish will be much greater. They may be the determining factor in a scarce or plentiful supply of the above.

The forests are now feeling the impact of heavy recreational use. Last year thousands of people visited the national forests in West Virginia. These are beautiful forests of diversified utility. Many came to hunt and fish. Others camped on the forests while large numbers just came for picnics. Timber cutters were active and livestock found forage on grazing areas.

No single use of the national forests in West Virginia is stressed over the other resource uses. Over \$460,000 was realized from the sale of timber, forage, water power, and special use activities. This demonstrates good management policies and practices. It is the type of multiple-use management of the national forests' resources that characterizes the work of the U.S. Forest Service in my State. It is sound management based on sound principles of land and resource use. It is the type of resource stewardship that the bills you are considering will strengthen and clarify.

The American people are entitled to a clear policy statement from the Congress that multiple-use management of the national forests for a sustained yield of the resources present is the recognized way of handling these vast publicly owned forests.

Our expanding population, the increased accessibility of these forests, the growing values of the renewable resources and the pressures for more intensive use of the areas are all urgent reasons why these bills are important. Thank you.

STATEMENT OF HON. PHIL M. LANDRUM, A REPRESENTATIVE IN CONGRESS FROM THE NINTH DISTRICT OF THE STATE OF GEORGIA

Mr. Chairman, the Chattahoochee National Forest in north Georgia, now blanketed with a heavy snowfall, is an area of great beauty and utility. The forest is about 50 years old since its initial land purchases in 1911 under the Weeks law.

Through a program of diversified resource development over these years, the Chattahoochee has achieved a position of tremendous economic importance in the Ninth District.

I have lived near this forest all of my life. To be intimately familiar with its timbered mountains, the winding trails and streams and the scenic spots of unsurpassed beauty is gratifying beyond words. To see deer and other wildlife now abounding in great numbers on areas once almost devoid of these resources of nature is not only gratifying but also a tribute to the careful planning and management activities of the U.S. Forest Service. Our State fish and game commission has cooperated over the years with the Forest Service in this wildlife rejuvenation program and in the well-organized hunting and fishing that is now enjoyed by Georgians and sportsmen who visit our State.

We have areas on the Chattahoochee where timber is the principal crop. It sustains our sawmills and gives people jobs. There are roads to build. The huge Sidney Lanier Lake south of the forest is filled with clear, pure water that comes from springs and streams originating on the national forest. When the sluice gates were shut following completion of the Buford Dam by the Corps of Engineers, Lanier Lake filled months earlier than the initial predictions because of the steady sustained flow of water from the national forest watershed.

With the national forest and Lake Lanier, north Georgia has become a mecca for tourists and those seeking outdoor recreation. The economic benefits to the area have been tremendous.

I mention these multiple-purpose resource benefits of the Chattahoochee National Forest to indicate my vigorous support of the proposed multiple-use legislation introduced by Chairman George Grant and other Members of the House, including my bill, H.R. 11119.

I recognize and emphasize that we are not considering proposed legislation that would add more people to the Federal payroll. Nor are we considering proposals that would add dollars to the Federal budget. Instead, we are taking

stock of past accomplishments in the development and management of our national forests and the policies and principles of action that have been responsible for such gratifying results over the years. We are now considering them in a so-called package bill that will make certain there can be no misinterpretation as to how the Congress wants our national forests handled for future generations.

Mr. Chairman, I reiterate my support for the bills you are considering here today.

Thank you.

STATEMENT OF HON. JOHN B. BENNETT, A REPRESENTATIVE IN CONGRESS FROM THE
12TH DISTRICT OF THE STATE OF MICHIGAN

Mr. Chairman, I requested permission to appear before your subcommittee because I am interested in any deliberations that consider the future of our forests.

My district is in the Upper Peninsula of Michigan. We do not manufacture automobiles or heavy equipment for which my State is famous. Instead, we have millions of acres of forest land which exert a significant influence on the economy of the region.

During my lifetime I have been intimately associated with forests and the products they provide. Early in this century vast areas of virgin pine, spruce, and cedar were devastated to feed our huge sawmills. The outlook for the future was dim with only stumps remaining on many acres. However, the picture is different today in upper Michigan. Through tree planting, fire protection, wise harvesting methods, and a continuing research program, many acres have been returned to thriving forest stands.

One of the greatest changes has been the increased use of these forests by many groups. The old time "timberman" has been replaced by technically trained foresters who follow sustained-yield methods in harvesting our second-growth trees for lumber, pulpwood, veneer, etc. The watersheds of these forests yield clean, pure water to feed lakes and streams which now supply some of the finest outdoor recreation in America. Michigan has been nicknamed the "Water Wonderland" because of the abundance of this forest resource. Fishing, camping, hunting, and hiking have been imposed on the forests as a legitimate and popular segment of multiple use.

In all, we have many uses, by many people, not all on the same acre of land but in a use pattern that recognizes all these uses and then seeks to make them compatible as to location and amounts.

I am familiar with this multiple resource type of management on the five large national forests in Michigan and particularly on the Ottawa and Hiawatha National Forests in my district.

I introduced H.R. 10708 as a companion bill to the one being considered by your committee so that my support of this proposed legislation will be apparent. All the users of our national forests will be more secure in their activity, whether it be logging, ranching, recreational, or hunting and fishing, if this multiple-use bill eventually is enacted.

ONTONAGON, MICH., *March 16, 1960.*

Congressman JOHN B. BENNETT,
12th District of Michigan,
Washington, D.C.:

Ontonagon Lions Club urges enactment your bill providing multiple use of U.S. forest lands as vital to maximum utilization large acreage those lands in Michigan.

KURT GIESEAU,
LIONS CLUB,
Secretary.

ONTONAGON, MICH., *March 16, 1960.*

Congressman JOHN B. BENNETT,
12th District Michigan,
Washington, D.C.:

We favor passage of your bill providing multiple uses of U.S. forest property and urge passage of same.

ONTONAGON COUNTY TOURIST ASSOCIATION.

ONTONAGON, MICH., *March 16, 1960.*

Congressman JOHN B. BENNETT,
12th District of Michigan,
Washington, D.C.:

Ontonagon Rotary Club strongly favors provision your bill providing multiple use U.S. forest land and urgent enactment this congressional session.

ROTARY CLUB,
HUGO BIGGE,
Secretary.

STATEMENT OF HON. JOHN J. RHODES, A REPRESENTATIVE IN CONGRESS FROM THE
STATE OF ARIZONA

Mr. Chairman, H.R. 11145, introduced by me, is similar to several other bills introduced with the purpose of preserving the principles of multiple use of our national forests.

The principle of multiple use has proved to be the most feasible and profitable way to operate the public lands. It takes into account the fact that this great public resource should be used to benefit as many of our citizens as possible. I feel that the Forest Service has done a fine job of protecting each use so that the exercise of one use would be conducted in such a way as to provide the minimum of encroachment on other uses.

Particularly, I would like to call attention to the fact that the production of water is one of the recognized uses for the national forests. In areas such as the State of Arizona this is probably the most important single use to which our forests can be put. The burgeoning population of the desert areas of Arizona will be supplied with water in the future only if your national forests are operated in such a way as to produce the maximum conservation of our water resources. Happily, the most intelligent application of the other uses for our national forests seems to put the forests in condition to produce the maximum amount of water.

Mr. Chairman, there are five men on a basketball team. These men must learn to know each other, understand each other, and work together with the precision of a well-oiled watch, for the benefit of the common cause. Only if each member of the team operates in this fashion will the aspirations of all members be realized. The same is true of the uses of the national forests: recreation, range, timber, watershed, and fish and wildlife. Those who use the forests in each of these categories will prosper greatest if they make certain that their use fits into the overall pattern. Teamwork on the national forests is a necessary prerequisite to obtaining the optimum results of good forest management.

STATEMENT OF HON. WINFIELD K. DENTON, A REPRESENTATIVE IN CONGRESS FROM
THE EIGHTH DISTRICT OF THE STATE OF INDIANA

Mr. Chairman, as a member of the subcommittee that considers the appropriations of the national forests, I am interested in any proposed legislation aimed at their future operation.

Many people are surprised when I tell them about our Hoosier National Forest in southern Indiana near Bedford. It's a small forest compared to those in other States. It's important, however, and we are proud of the Pioneer Mothers Memorial Forest which contains 96 acres of big old-growth timber, mostly black walnut. Originally some of the best hardwoods in the United States were found in Indiana as exemplified by this memorial forest. Forest research is helping to make our hardwoods once more important in Indiana.

Even though the Hoosier National Forest is less than 120,000 acres, a million and one-half board feet of timber was cut last year by private loggers. About \$10,000 was realized from the sale of this timber. Other resources such as water, game and fish, forage, and recreation are of increasing value on the Hoosier. It is an accessible forest, therefore people see it and use its resources.

Last year, I interviewed Dr. McArdle, Chief of the Forest Service, for a television showing in Indiana. We discussed these multiple uses for which the national forests are managed. The sustained yield of all these resources for future generations assumed a new importance to me. Incidentally, Dr. McArdle was born in Kentucky just across the Ohio River from us. We are quite proud of the fact that this distinguished public servant's father was born at Rushville, Ind. Hoosiers are proud of the fact that Mrs. McArdle's family settled on a farm near Columbia City, Ind., in 1805, held it through numerous Indian raids, and the farm remained in her family until just a few years ago.

Since we Hoosiers have numerous and varied reasons for a strong interest in the national forests, I am indicating full support for your chairman's multiple-use bill and the numerous identical multiple-use bills introduced by my colleagues in the House. I favor this proposed legislation because it will help assure the future well-being of the Hoosier and all other national forests.

Thank you.

STATEMENT BY HON. JAMES E. VAN ZANDT, A REPRESENTATIVE IN CONGRESS
FROM THE 20TH DISTRICT OF THE STATE OF PENNSYLVANIA

Mr. Chairman, the opportunity to submit a statement in behalf of my bill, H.R. 10826, is deeply appreciated since it is among the several bills introduced that would authorize and direct that the national forests be managed under principles of multiple use and to produce a sustained yield of products and for other purposes.

Last year, Secretary of Agriculture Ezra Taft Benson transmitted to Congress a program for the national forests, including all the renewable resources of the national forest system. In addition to outlining an interim program for the next 10 or 15 years, long-range objectives for the next 40 years were also included. While it was revealed in submitting the proposed program that legislative authorities for the recommended program for the national forests are generally adequate, it was stated that the need would arise for supplemental legislation.

It is to fulfill such a need that the legislation now under consideration by this committee was introduced. It is pertinent to state that enactment of the legislation would not increase costs of managing or developing the national forests. At the same time it will assist in the attainment of the long-range national forest objectives advocated by Secretary Benson in the proposed program for the national forests.

Briefly, the pending legislation, if approved, will accomplish the following results:

1. Direct that the national forests be administered for sustained yield of their several products and services.
2. Direct that the national forests be developed under multiple-use principles, and declare a congressional policy that they are established and shall be administered for watershed, timber, range, outdoor recreation, and fish and wildlife values.
3. Authorize cooperation with State and local governmental agencies and others in development of the national forests.

It is recognized that for many years the national forests have been administered under the policies of multiple use and sustained yield.

The act of June 4, 1897 (30 Stat. 35) specified that one of the purposes for which national forests are established is "to furnish a continuous supply of timber." The act also authorized the Secretary of Agriculture to regulate their occupancy and use, and preserve the forests thereon from destruction.

As a result of such authority, the regulations prescribed by the Secretary of Agriculture direct that "management plans for national forest timber resources shall * * * be based on the principle of sustained yield * * *." In carrying out this directive the Forest Service manual defines the principles of sustained yield, adding that "the policy is to manage each national forest working circle so that it will produce the maximum sustained yield of the product it is best suited to grow."

Mr. Chairman, I am informed that other than the directive mentioned and the Sustained-Yield Unit Act of 1944 (58 Stat. 32), which is of limited and local application, no specific statutory recognition or directive exists that would authorize administering national forest resources on a sustained-yield basis. In addition, the references cited relate only to timber yet all of the renewable resources of the national forests are being administered under sustained-yield principles.

In the absence of specific statutory authority, it is deemed proper for Congress to direct the Secretary of Agriculture to administer the national forests for sustained yield of their several products and services. Such action it is pointed out would—

(1) give specific statutory recognition to sustained yield as a desirable principle of management ;

(2) it would apply the concept of sustained yield not only to timber but also to other renewable national forests resources ; and

(3) the enactment of such legislation would protect the national forests resources from possible overutilization in the future in the event of economic pressures or by the activities of single-interest groups.

While it is true that water and timber as national forests resources are named in the act of June 4, 1897, and that other public laws authorize the utilization of grazing resources and the authority to administer recreation and wildlife resources, there is a definite need to have the five major renewable resources specified in the same statute.

That is the prime purpose of the legislation pending before this committee and which embraces a number of bills on the subject, including my bill, H.R. 10826.

The principle of "the greatest good of the greatest number" has been adhered to in operating the national forests for over 60 years. This has been found to be good policy and an effective means of guarding against the increasing effort being made to limit some national forest areas to a single use.

Finally, the provision contained in the pending legislation authorizing cooperation with State and local governmental agencies and others in development of the national forests would simply mean that greater cooperation would be given since the spirit of cooperation has been in effect for many years as a matter of prudent policy.

Mr. Chairman, in concluding my statement, I am keenly interested in the development and use of the 181 million acres of national forest land represented by 151 national forests which yield water, timber, forage, recreation, game, and other wildlife.

Therefore, I hope that the legislation pending before this committee will be approved since it is designed to provide the "greatest good of the greatest number" by providing that the national forests be managed under principles of multiple use and to produce a sustained yield of products and services.

STATEMENT OF HON. FRED MARSHALL, A REPRESENTATIVE IN CONGRESS FROM THE
STATE OF MINNESOTA

MR. CHAIRMAN. This brief statement is submitted in support of your bill, H.R. 10572, and some 40 companion bills by our colleagues in the House to give statutory recognition to the multiple-use basis for the management of the valuable national forests in our Nation.

There are over two and three-quarter million acres of national forests in Minnesota. Almost 300,000 acres of the Chippewa National Forest is in my district. In addition, we have large acreage of commercially productive forest land in State and private ownership.

Since 1655, this forest land has been a source of wealth to my State. While a peak in lumber production was reached around 1904, the forests are being rejuvenated through good management and now are producing an annual harvest worth over \$200 million. Only mining and agriculture now surpass forest industries in importance to our State's economic well-being.

Our national forests in Minnesota are important. They furnish wood for pulp and lumber, water that is so vital in manufacturing and agriculture, some of the best hunting and fishing areas in the Lake States region, and many wonderful areas for recreation. We have the Boundary Waters Canoe Area in the Superior National Forest in northeastern Minnesota. Much of this wilderness

type area affords a unique kind of outdoor recreation for people from all over America—the folks who like to get into the wild country and rough it.

I mention all these uses—because they are the “multiple” or many uses which your bill considers for management in a coordinated and sustained manner on the national forests throughout our country. Of course all of the uses cannot be applied to every acre of land in the forests. This would be impossible. But as we have demonstrated for many years in Minnesota, the best possible use or combination of uses for each area in the forest is determined and then managed to meet the needs of our growing population. The principle is sound.

For many years I have been interested not only in the development of new timber products through research and the establishment of wood-using industries to efficiently convert trees into usable products, but also in the sustained growing and production of all the resources of forest both public and private.

Mr. Chairman, the bill under consideration, if enacted, will show the American people that we in the Congress recognize the multiple products and services that our national forests provide and that we reaffirm the need to assure a sustained yield of these natural resources for the years ahead. I hope that your committee will consider the bill favorably.

Thank you.

STATEMENT OF HON. LEE METCALF, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF MONTANA

Mr. Chairman, I appreciate this opportunity to support your H.R. 10572, and my companion bill, H.R. 10718, which would affect the 13 million acres of national forest land in the First Congressional District of Montana.

As you know, this is the third largest area of national forest land in any State, and a vast area of varied natural resources which are making a tremendous contribution to the economy of Montana, the Pacific Northwest and the Nation.

My district spans the headwaters of the Missouri River and of important Columbia River tributaries. What happens to those forested mountains will be felt all the way from Astoria, Oreg., to New Orleans.

Our 151 national forests—181 million acres of forest and range lands and high mountain watersheds in 41 States and Puerto Rico—are invaluable national assets. They are major sources of water for 1,800 towns and cities, including major western metropolitan areas. More than 600 hydroelectric power developments depend on the national forests for water. The forests will continue their indispensable role as regulators of the kind and amount of water available to millions of our people.

As you know, the U.S. Forest Service under various acts of Congress has managed the national forests under multiple-use and sustained-yield policies for more than 50 years. This means that all the resources mentioned in the bill under consideration—watershed protection, recreation, timber, range and fish and wildlife—are being utilized on particular or localized areas in the best combination of uses to meet our needs.

Besides water, these forests yield recreation, timber, forage, fish and game. The timber, forage, and land alone are appraised at well over \$7 billion. More than half the commercial forest land in the West is in national forests. One-third of the Nation's big game is found within their boundaries. More than one-fifth of the Nation's sheep and one-eighth of the Nation's cattle graze national forest ranges.

Current annual national forest revenues are about \$120 million, of which the States and counties receive one-fourth.

Millions of people turn to the national forests each year for recreation, an increasingly important use of our forests due to a rapidly expanding population, more leisure time, better transportation and the relatively low cost of a vacation in a national forest.

As part of watershed and soil conservation, outdoor recreation and fish and game habitat protection, multiple purpose management would give full consideration to wilderness areas.

As a cosponsor, I favor this legislation. It would reaffirm the interests of the multiple users of the forests—including the timbermen, stockmen, and sportsmen—while placing them in proper perspective on the acres and areas best suited to these uses. Statutory recognition of multiple use would serve not only

to recognize each of the resources named in the legislation, but also as a protection against advocates of single use.

I am sure no one will disagree that a sustained and continuous yield of all the natural resources of our forests is absolutely essential if we are to meet the needs of a great and growing nation. The Census Bureau estimates that our population, 179 million today, will increase by 30 million by the end of this decade. By that time, our needs for water, recreation, timber, forage, and fish and wildlife will be tremendous.

Passage of this legislation will give statutory recognition to the multiple uses of the national forests. It will state as national policy that they are to be managed in the best manner possible for the sustained production of the varied and vital resources listed.

My file on this legislation includes letters of support from the Beaverhead Chamber of Commerce of Dillon, Mont., the Gilbert Livestock Co. of Dillon and a copy of a letter to the chairman from Bob Pallo of the Moon Valley Ranch at Whitefish, Mont. I assume the chairman will include Mr. Pallo's letter in the hearing record. I will appreciate it if the other two could be made a part of the record at this point.

Thank you.

I have also received supporting letters from George C. Ferguson of Sula, Mont., and from Fred Wetzsteon of the Sula Stockmen's Association, which I would appreciate having made part of the hearing record.

GILBERT LIVESTOCK Co.,
Dillon, Mont., March 11, 1960.

HON. LEE METCALF,
Representative from Montana,
Washington, D.C.

DEAR MR. METCALF: It has come to the writer's attention that Representative Staggers has introduced H.R. 10465, being a bill to authorize and direct that the national forest be managed under principles of multiple use and to produce a sustained yield of products and services, and for other purposes.

Our family, as you know, is now engaged in a livestock operation which includes the grazing of both cattle and sheep on the U.S. national forest. We wish to ask for your support of H.R. 10465 and request that this letter become a part of the record in the consideration of such bill.

As you undoubtedly realize, a large proportion of the economy of Beaverhead and Madison Counties is directly dependent upon the livestock operations which are located there. It is certainly a fact which cannot be successfully controverted that any measure prohibiting the use of the U.S. national forest for grazing would deal a staggering blow to all sheep and cattle operations in the intermountain area, and would, on its enactment, immediately reduce the number of livestock which it would be possible to run in this area by more than 50 percent.

It is the sincere hope of the writer that you and other Members of Congress from this area will be able to bring to the proponents of the wilderness bills the fact that the passage of such bills will very adversely affect the whole economic condition in those areas where national forests are used for grazing purposes.

Sincerely,

W. G. GILBERT, Jr.

SULA, MONT., March 12, 1960.

HON. LEE METCALF,
The House of Representatives, U.S. Congress.

DEAR REPRESENTATIVE METCALF: I am quite interested in a bill you are having a hearing on soon. This is H.R. 10718 directing the Forest Service to be managed under the principles of multiple use and to produce a sustained yield of products and services.

I am definitely in favor of the bill and hope that you will do all within your power to have it passed. I am a rancher that grazes cattle on national forest land and cuts some timber in the winter. Thus, you can see I am quite interested in being assured that the Forest Service will continue to operate under

multiple-use principles and sustained-yield production. I am also an active member of the Sula Stock Association and am on the advisory board of this organization.

Yours truly,

GEORGE C. FERGUSON.

HELENA, MONT., March 15, 1960.

CONGRESSMAN LEE METCALF,
House Office Building,
Washington, D.C.:

The Montana Fish and Game Commission favors House bill 10465 which authorizes and directs that national forests be managed under principles of multiple use and to produce a sustained yield of products and services and for other purposes.

W. J. EVERIN,
State Director, Montana Fish and Game Department.

HAMILTON, MONT., March 14, 1960.

HON. LEE METCALF,
House of Representatives, Washington, D.C.:

Pointing out by law the duties and responsibilities of those charged with the administration of the U.S. forest service is long past due. We hope Congress comes up with the right thing after the March 16 hearing. Multiple use is the emphasized point in the original forest service legislation. The U.S. Forest Service should be held intact, under this principle.

SULA STOCKMEN'S ASSOCIATION,
Care of Fred Wetzsteon, Sula, Mont.

RAVALLI COUNTY FISH AND WILDLIFE ASSOCIATION,
Hamilton, Mont., March 11, 1960.

Representative LEE METCALF,
House Office Building,
Washington, D.C.

DEAR MR. METCALF: I have just read H.R. 10572 introduced by Mr. Grant and the identical bill, H.R. 10718, introduced by yourself.

Since this bill recognizes recreation as one of the major resources of our national forests, every effort should be made to secure its adoption.

Latest reports are that some 150 million visitors make use of this national forest resource annually. It therefore becomes necessary that the administrators of these national forests plan for and accomplish proper management of this resource as well as the water, wood, forage, and wildlife entrusted to their care.

This bill, if adopted, will strengthen the position of Forest Service personnel in that it specifically designates recreation as another of the resources entrusted to their care for proper administration.

Respectfully yours,

JACK A. PARSELL,
President, Ravalli County Fish and Wildlife Association.

WHITEFISH, MONT., March 13, 1960.

HON. GEORGE M. GRANT,
U.S. House of Representatives,
Washington, D.C.

DEAR CONGRESSMAN GRANT: I recently learned of your House bill H.R. 10572, which broadens and strengthens the administration of our national forests for the general benefit of the public.

The tremendous increase in the recreational use of our forests has created new problems that were not present at the time of the original charter.

Proper management of the national forests with the multiple-use purpose in mind, as outlined in your bill, will be beneficial to all concerned.

I understand that the Honorable Lee Metcalf has introduced an identical bill.

Living in this area one can see the situation developing more each year. I therefore wish to endorse H.R. 10572 and urge that favorable consideration be given this bill by your committee at the forthcoming hearing scheduled for March 16, 1960, and request that you place this letter in the official record.

Respectfully yours,

S. M. FREDERICK.

STATEMENT OF HON. RALPH J. RIVERS, A REPRESENTATIVE IN CONGRESS FROM THE
STATE OF ALASKA

Mr. Chairman, as representative of one of the new States in our Union, I have not been privileged to appear before your Subcommittee on Forestry as often as other Members of Congress. Therefore, I appreciate this opportunity to present a few remarks in support of H.R. 10572 and my companion bill, H.R. 10783.

The national spotlight has been on Alaska for several years. We are proud of this notoriety. We realize, however, that publicity frequently is the forerunner of problems as more people seek to become better informed on the advantages of residence, business, industry, and recreation in our wonderful State.

We are a big land with mountains, glaciers, marshes, and more national forest acreage than any other State—some 20¾ million acres, to be exact. It is to this national forest property that I will point my brief remarks.

We have some problems in the development of the multiple products that these forests can supply. Much of the timber is overmature, some is of low quality for which we have no markets, and forest industry to utilize this raw material must be attracted to our State.

Your committee will be interested to know that over 780,000 people made recreational visits to the two national forests last year. Many hunted our big game animals and fished for salmon and other game fish. The huge Alaskan brown bear, the grizzly bear, mountain goats and sheep, elk, moose, and deer made Alaska truly a sportsman's paradise.

Water is another resource of the national forests that is essential for the industrial and recreational development of our State. While the pressures for single and exclusive use of a particular resource are not yet great as in other States, they will emerge as our economy develops and our population expands. The Forest Service men in Alaska are working tirelessly for the development of the pulp industry; they recognize that timber utilization can make a great contribution to the industrial growth of our State. They recognize the importance of maintaining the best possible habitat for our abundant wildlife. And they know that all the resources of our national forests must be developed and managed in a coordinated, compatible manner if the optimum good is to be achieved.

The proposed legislation in H.R. 10572 and H.R. 10783 will make their job easier; our citizens will benefit, and the national forests will benefit, too. I am pleased, therefore, to support these bills.

STATEMENT OF HON. HAROLD T. JOHNSON, A REPRESENTATIVE IN CONGRESS FROM
THE STATE OF CALIFORNIA

Mr. Chairman, with a district involving some 12½ million acres of national forest land, the third largest acreage in the United States, I have a real interest in the multiple-use bills being considered by your committee. My companion bill, H.R. 10712, is further indication of my awareness of the need for this proposed legislation.

The 15 national forests in California's Second Congressional District are concrete examples of the results obtained when all elements of the natural resource picture are coordinated and recognized under the multiple-use principles of national forest management for a sustained yield of the resources present.

The attributes of our California national forests are many and varied. They are available to the timbermen, the sportsmen, and recreationists including the wilderness people. Ranchers graze their herds on areas designated as best for forage production. And of vital importance is the water for wells, streams, and

hydroelectric development. Water for irrigation is an essential use in our country.

All of these multiple natural resources are available to our people. Regulation by acts of Congress and rules and regulations of the Department of Agriculture and the Forest Service are held to the minimum needed for the best interests of all our people and sufficient to sustain the yield of these resources for future generations.

Under such a concept and policy of managing the renewable resources of water, timber, wildlife, recreation, wilderness, and forage the true values of multiple use stewardship emerge.

If the program for the national forests, which your committee considered last year is to succeed then the Congress should make doubly certain that the multiple-use principles of developing and utilizing the resources on our national forests are clearly understood by all parties concerned. There should be no doubts in the minds of any group eyeing the forests for a single use alone that multiple-use management means getting the optimum combination of uses for the benefit of our people.

The statutory recognition of multiple-use as contained in the bills under consideration is needed for full recognition of the many resources now in demand by forest users and to protect entire forests for a single use.

We need the timber products from our California national forests. Last year there were over 23 million man-days of recreational use. This is double the man-day use on the national forests in any other region. We have national forest wilderness-type areas that must be maintained. Hunting and Fishing in designated use areas is in demand and is a recognized multiple-purpose use.

Ranchers need to graze their herds in areas suitable for this phase of multiple use. And water yields from the national forests are now more important than all other uses in many areas.

The sustained yield of all the renewable resources mentioned in my bill and in the bills you are considering is so essential as to warrant statutory recognition by the Congress.

In consideration of all the above factors now significant in the modern day management needs of the national forests, I hope this committee will report favorably on this proposed legislation involving multiple use.

STATEMENT OF HON. CHESTER E. MERROW, A REPRESENTATIVE IN CONGRESS FROM
THE STATE OF NEW HAMPSHIRE

The Forest Service has operated our national forests on a multiple-use and sustained-yield basis for a long time, but, legislatively, the act of June 4, 1897, provides only that national forests may be reserved "to improve and protect the forest within the reservation, or for the purpose of securing favorable conditions of waterflows, and to furnish a continuous supply of timber for the use and necessities of the citizens of the United States."

I strongly urge your support of my bill, H.R. 10717, to fill the legislative gap and authorize and direct that the national forests be managed under principles of multiple use and be so managed as to produce a sustained yield of products and services.

It is generally agreed, by the Forest Service and by many other groups and individuals, that the management principles provided in this bill will become increasingly valuable to us all in the future. Our population is expected to increase by 29,570,000 persons in the next 10 years, and by the year 2000 we may total 332 million persons, or about double our population of 1950. Such a rapidly growing population along with expected increased individual leisure time will require more and better facilities for outdoor recreation including camping, hiking, travel, sightseeing, hunting, fishing, wildlife observation, winter sports, and other relaxing activities.

More and more people are visiting our national forests each year, with the 68.5 million visits in 1958 expected to rise to 130 million visits, or double that amount by 1969, and to a possible 600 million visits in the year 2000. Visits to the national forests in 1959 increased 16 percent over 1958 and totaled 81,521,000.

Our national forest timber needs are expected to be about 21.1 billion board feet by the year 2000, or about triple our cut in 1957. Demands for more timber products will also increase greatly as will our needs for grazing areas which

help produce beef, lamb, wool, leather, and other livestock products; our needs will also grow for minerals, and dams and intensified watershed management for water supply, flood control, and other methods of soil and water conservation.

The valuable products, resources, and uses of the national forests are so numerous, and, in relation to each other, they vary so much from place to place that preliminary planning and coordinated actions by all Federal, State, and local agencies is vital for efficient development and use of these resources. A wrong use of one resource could do serious damage to a higher use. Poor planning or lack of planning of some phases of management can impede development of those uses having the best potentials. Consequently, section 3 of my bill provides for cooperation among agencies for the best and fullest development of our immensely valuable national forests.

It is significantly desirable that we formally provide legislation to authorize and direct that the national forests be managed under principles of multiple use and be so managed as to produce a sustained yield of products and services for the greatly increasing needs of our Nation. The national forests belong to all the people and these principles of forest management will best serve all of our needs.

I strongly urge that you support the enactment of this legislation.

STATEMENT IN SUPPORT OF H.R. 10572, 86TH CONGRESS, BY INTERSTATE COMMISSION
ON THE POTOMAC RIVER BASIN

The Interstate Commission on the Potomac River Basin works through an interstate compact organized in the interest of water pollution abatement and the general improvement of water quality in the Potomac River Basin. The signatory bodies are the States of Maryland, Pennsylvania, Virginia, West Virginia, and the District of Columbia.

In these days of rapidly expanding populations and industrial growth, treatment plants can no longer be relied upon to provide the whole answer to maintaining high quality water. During dry periods there often is not enough streamflow to provide the dilution water needed even under the best of treatment conditions. This means that every effort must be made to provide steady flows of clean water, particularly in the headwater areas. This principle is applicable on every river in the Nation.

Over 500,000 acres of the George Washington and the Monongahela National Forests lie in the headwater areas of the Potomac River Basin. These forests play a substantial role in providing for a stable flow of high quality water in the Potomac, and its tributaries. Continued multipurpose management on a basis of sustained yield will assure their contribution which will become more valuable and more necessary in the future.

While these forests play an important part in providing clean uniform water flows for industrial growth and public water supplies, they also provide recreational opportunities, both land and water, for our rapidly expanding populations who are continually seeking such opportunities. This also provides relief for private landowners from these ever-increasing numbers of urban people who often have little regard for private property rights.

We realize that various authorities already exist which allow this type of management for the national forests. We also know that under intelligent management these uses are compatible with the other forest uses such as, timber production, etc.

It would seem that in view of the importance of all these forest uses, and the fact that various authorities do exist, it would be advisable to enact H.R. 10572 which would declare multiple use management for sustained yield to be the management policy for our national forests.

We urge the passage of this bill.

STATEMENT OF DR. SPENCER M. SMITH, JR., SECRETARY OF THE CITIZENS COMMITTEE ON NATURAL RESOURCES

Mr. Chairman, we appreciate the opportunity of being able to state our views before you and the members of this subcommittee.

The Citizens Committee on Natural Resources, since its inception, has been most interested in the concept of multiple use of our country's resources. We, therefore, are happy to endorse strongly H.R. 10572 and similar bills which

authorize and direct that the national forests be managed under the principles of multiple use. We further endorse the forest management practice of producing sustained yield of products and services.

Few would contend that, as our population continues its rapid growth, our resource problems are going to be eased. Greater competition for resource use is already manifest as the material, recreational, and esthetic needs of our country continue to increase. The well-respected logic that calls for the use of resources to service as many needs as possible will have greater force in the future than it has had in the past.

There has been discussion and debate, dating from the inception of these measures (H.R. 10572 and others) as to whether one or another resource should not be given some sort of priority over the others. This argument demonstrates more eloquently the need for these measures than do the many positive statements in support of them. The areas where resources are found vary widely and to select a paramount use might be possible in a specific place, but would be impossible and impractical in another.

If it is the determination of the Congress that a particular need is so paramount and that the resources to fulfill this need can be used for this and no other purpose, then special legislation would be required. It is our judgment that such a case would be unique. The overwhelming number of needs and demands upon our resources and the great variety in which they exist, make it mandatory that an administrative agency must make the specific decisions within the broad framework of appropriate policy. It would seem to follow, therefore, that in the case of the national forests, management on a multiple-purpose basis is the only conceivable basis upon which all needs can be accommodated.

STATEMENT OF C. R. GUTERMUTH, VICE PRESIDENT, WILDLIFE MANAGEMENT INSTITUTE

Mr. Chairman, I am C. R. Gutermuth, vice president of the Wildlife Management Institute. The institute is a national membership organization and its program has been dedicated to the improved management of renewable natural resources in the public interest since 1911.

Conservationists endorse the objectives of H.R. 10572 and similar bills that are being considered by this committee. It is believed that the Congress should promulgate as its formal and avowed policy the long-established and widely accepted sustained-yield, multiple-use objectives of national forest administration and management. Although there is ample evidence that Congress has embraced the philosophy of managing national forests from the standpoint of the greatest good of the greatest number in the long run through appropriations and other legislative actions, it is believed that much is to be gained by enunciating the purposes for which the national forests were established and are being administered.

From time to time over past years single-interest groups have attempted to further their own objectives in national forest management and use at the expense of the general public. Those efforts have been denied for the most part. The mineral claims system has been revised and a procedure developed for preventing continued flagrant abuse of the mining code by weekend miners and others to obtain valuable timber or choice cabin, business, and recreational sites on the national forests. Congress refused to adopt proposals which would have given a handful of livestock grazing permittees priority rights on the national forests. It also rejected efforts to offer national forest lands to certain groups whose holdings might be purchased for Federal projects.

The outcome of the controversies over past years has been that the citizenry and hence, the Congress, have stressed repeatedly its desire that the national forests be managed on a sustained-yield, multiple-use basis.

This committee is aware, I am sure, that some questions exist over the meaning of the term "multiple use." Some hold that it means that each square foot of national forest land should be subjected to every use that is conceivable. Others contend, as does the institute, that multiple use means that an area such as a national forest should be made to provide all the goods and services of which it is capable consistent with sound natural resources management. This interpretation of multiple use means that each national forest should be viewed as a multiple-use base, as a whole, and not the individual acre of land.

It is our belief—and this appears to be supported by the letter of Acting Secretary of Agriculture Ervin L. Peterson to the Speaker of the House, dated February 5, 1960—that the uses of each acre may not have equal ranking. Various areas of the national forests may have one or more primary use-values which surpass others such as for timber growing, stock grazing, or recreation. It is expected that a sound management plan would give special consideration to the best use-values of the various components of the national forests. Other uses would be permitted only to a degree that they would not disrupt or impair the highest use-values.

The institute believes that if this interpretation prevails, then enactment of H.R. 10572 would impose no threat to the continuation of those areas that already have been set aside and designated by the U.S. Forest Service for their highest use-values for wilderness, outdoor recreation, and fish and game purposes.

It is our belief that H.R. 10572 reflects a maturity of realization of the overall expected purposes of the national forests, and for that reason, we and many other conservationists believe it should be enacted.

STATEMENT OF ANGUS McDONALD, COORDINATOR OF LEGISLATIVE SERVICES, NATIONAL FARMERS UNION

Mr. Chairman and members of the committee, as a representative of National Farmers Union, I would first like to express our appreciation for the privilege of filing a statement to be inserted in the record at this late date. Unfortunately, when hearings were held on H.R. 10572, I was in Denver, Colo., attending the national convention of Farmers Union and therefore was unable to participate in the hearing. Fortunately, our Utah Farmers Union State president, Mr. Douglas T. Simpson, called my attention to the fact that hearings were held and acquainted me with the import and content of H.R. 10572 which would direct the Forest Service of the Department of Agriculture to manage the national forests under principles of multiple use.

First I emphasize the fact that National Farmers Union supports without any reservation the principle of comprehensive development which simply means that all of our great river basin resources shall be used to their utmost to benefit as large a number of our citizens as possible. This principle takes account of the fact that development and conservation of our resources is absolutely necessary to our well-being and even to our existence as a Nation. Abuse of our forests and grasslands paves the way for destruction of the soil itself, a resource which next to water is our most precious asset. Conservation of uncultivated forest lands is necessary to not only agriculture but to industry. The great forest lands of the West act as regulators, holding and conserving the water so that it drains off to the small streams and rivers slowly and over long periods of time. Thus water for irrigation and other purposes is conserved.

If water was not held on the ground where it falls by the natural processes of nature, the result would be devastating floods and vast quantities of water would flow unused to the sea, carrying millions of tons of topsoil and leaving behind great property destruction and even loss of life. We, therefore, look on forest conservation as not merely necessary for future supply of lumber, for preserving our grazing land, but as absolutely indispensable to our economy.

Individuals cannot enforce a system of regulation. There are always a few who will exploit and destroy our forests in order to gain quick profits. This was the experience during the early days of settlement. Fortunately, the great Republican President, Theodore Roosevelt, had the foresight to set aside vast areas in the West which are administered by the Department of Agriculture and the Department of Interior in the public interest. In the long run, such administration also results in adequate income and profits to those who utilize both private and public lands for grazing and utilization of timber.

Wildlife also is preserved by such wise use. Great corporations which have only one motive, that is extracting the greatest amount of profit possible from our public lands, must not be allowed to ride roughshod over the public interest. Such groups do not take account of, and cannot make provision for the preservation of wildlife and scenic value.

We do not believe that there should be any conflict between those benefiting economically from the forests and grasslands of the West and the millions of individuals who annually utilize such areas for recreation. It is important to point out that only Federal Government can administer these areas in the

public interest. Our great rivers in the West traverse many State lines. A central authority is necessary for unified and comprehensive development. We therefore endorse this legislation without any reservation whatsoever. We are pleased to note that the legislation directs the Secretary of Agriculture to cooperate with interested State and local government agencies and others in the development and management of the national forests.

I am enclosing a copy of a letter which our Utah State Farmers Union president wrote to Congressman Grant in support of this legislation. I will appreciate its being inserted in the record.

UTAH FARMERS UNION,
March 14, 1960.

HON. GEORGE M. GRANT,
House Office Building,
Washington, D.C.

DEAR CONGRESSMAN: I would like to register my support and the support of the Utah Farmers Union for H.R. 10572. We are enthusiastically backers of the multiple-use system for our public lands. It has been our observation for some time that various organized groups are anxious to tie up our natural resources for their own private interests.

In our opinion, operation and allocation of public lands should continue to be controlled by the Congress of the United States. We must not let special-interest groups such as the promoters and backers of S. 1123 take control of our public lands.

With approximately 57 million acres of our public land devoted to wilderness use and most of this land being in the West, it becomes a vital and important part of western operations and western economy.

We are not selfish concerning our public lands—we think their use should be shared with all people. We have no interest in ruling out its use for wilderness lovers, students of nature and science, wildlife use, hunting, fishing, and camping, but under our present multiple-use program, we have all this along with mining, timbering, grazing, water storage, and conservation of soil and water.

My home is at Kamas, Utah, where I operate a cattle ranch. I served as president of the Wildlife Association in that area for 15 years. I mention this only to qualify myself as being in a position from location and experience to know considerable about the functioning of the multiple-use principal in the management of our Forest Service and primitive area.

Kamas is located at the west entrance to the Uintah Mountains and the 241,000-acre high Uintah primitive area. I have a permit to graze cattle on the forest lands of the Uintah Mountains. I have traveled by pack outfit into many sections of the primitive area to hunt, fish, and camp. For the past many years the Forest Service has done a wonderful job preserving the primitive area—harvesting the vast crop of timber, the browse, grass, and forage by grazing of sheep, cattle, and deer. By cooperation of Forest Service, the Utah Wildlife Department, great strides have been made in improving camping, fishing, and hunting in the entire area.

For the reasons I have mentioned and many others, I am sure are familiar to you and your committee, we earnestly urge passage of H.R. 10572.

Thanks for your consideration.

Very truly yours,

DOUGLAS T. SIMPSON, *President.*

STATEMENT OF NATIONAL ASSOCIATION OF MANUFACTURERS ON MULTIPLE USE OF
NATIONAL FORESTS, H.R. 10572 AND SIMILAR BILLS

This statement is filed on behalf of the National Association of Manufacturers, a voluntary association of some 20,000 business enterprises, the vast majority of which are in the category of small business. A large percentage of the gross income of these enterprises is paid into the U.S. Treasury. Consequently, they are vitally interested in the management of property owned by the Federal Government, including the 180 million acres of national forests that have been valued at \$7 billion. In addition, through its conservation and management of natural resources committee, this association and its members are vitally interested in promoting wise use of all natural resources.

We believe that management of the national forests has been steadily improved in recent years, and that this has demonstrated the basic soundness of the congressional statement of objectives and purposes of the national forests as contained in the act of June 4, 1897, as follows:

"No public forest reservation shall be established, except to improve and protect the forest within the reservation, or for the purpose of securing favorable conditions of waterflows, and to furnish a continuous supply of timber for the use and necessities of citizens of the United States."

We further believe that any endeavor to spell out in legislation a philosophy of forest management should be carefully framed so as not to disturb the basic statement of purpose that has served so well for over 60 years. Therefore, we join with the various other organizations that have, for one or more reasons, expressed a cautionary note in regard to the multiple-use bills presently before the committee. We feel that the bills are in need of substantial amendments that would, among other things, make clear that they are not to be misconstrued as impairing the basic purposes expressed in the act of 1897. Unless this is done, the result could be greater rather than less pressure from advocates of single use.

The stated policy positions of this association recognize the need for flexibility in administrative application of sound land management principles. Our basic policy states that "Publicly owned lands containing agricultural and industrial resources, water supplies, recreational facilities, esthetic scenery, and other multipurpose uses, should be managed to encourage all uses to the fullest extent possible." In addition, our policy statement on "Federal lands" states that:

"Certain lands owned by the Federal Government are devoted to, or are available for, watershed protection, forestry and forest products, mining, agriculture, and grazing, wildlife, and recreation. These lands should be so administered as to further their highest use. The concept of multiple uses should be followed, unless sound conservation principles demand that the greater economic use be given priority. This principle should remain flexible in order to provide for changed circumstances."

This latter statement also asserts:

"Industry recognizes that some limited areas of Government-owned land remaining in their primitive state have higher value as wilderness areas than for other purposes. Selection of such areas should be determined by sound land management principles and practices. There is no necessity to establish a wilderness preservation system which would arbitrarily lock up vast areas into a wilderness classification."

Somewhere between virtual nonuse, represented by a wilderness area, and overutilization, represented by shortsighted exploitation, lies the area of sound land management which strives to achieve all uses that are compatible with basic objectives. Probably, we shall be successful in attaining sound land management so long as we are blessed with skilled administrators in both private enterprise and the public service. It would seem that this constitutes our fundamental reliance and that any attempt to set forth land management principles in the lawbooks will fall short in some respects.

In any event, we see some danger in possible confusion between "uses" and "purposes." Although a number of uses of land are possible, each use may not necessarily constitute a basic purpose. In most instances, a number of uses that are not basic purposes may be perfectly compatible with uses that do represent basic purposes. But this should not lead to confused thinking, and to talk of giving "equal priority" to all uses is unrealistic and perhaps dangerous.

Our general views in regard to timber resources have been formulated in an official policy statement, as follows:

"TIMBER RESOURCES

"Proper development of the Nation's timber resources to meet the future needs of an expanding economy can be attained through widespread adoption of the following principles:

"1. Timber should be treated as a crop to be grown, harvested, and regrown so as to produce the maximum sustained yield year after year. Each harvest should provide for establishing the next crop of trees.

"2. Adequate fire prevention and fire control measures, as well as adequate protection against insects, diseases, overgrazing, and other destructive forces, should be incorporated and coordinated in both private and governmental basic management programs.

"3. Multiple-use management practices should be followed so as to achieve the additional goals of watershed improvement, sustained yield of wildlife, and recreational opportunities.

"4. Small woodland owners should be encouraged to adopt sound tree farming practices designed to attain maximum economic benefit from small woodlands.

"5. Where practical, scattered land holdings should be consolidated so as to facilitate sound forestry practices.

"6. A progressive forestry research program should be maintained in order to provide greater scientific knowledge applicable to forest management problems and forest products utilization. In the main, the Federal Government's role should be one of basic research."

We appreciate this opportunity to present our views, and hope they will be of assistance to the committee in formulating a sound bill.

STATEMENT OF THE FOREST FARMERS ASSOCIATION ON H.R. 10572, A BILL INTRODUCED BY U.S. CONGRESSMAN GEORGE GRANT, OF ALABAMA, ON MULTIPLE USE OF THE NATIONAL FORESTS

The Forest Farmers Association favors the principles of multiple use of the national forests, and the management of national forests for sustained yield.

Our organization also recognizes the desirability and favors the issuance of a directive to the Secretary of Agriculture providing him with the authority and instructing him to administer the national forests in accordance with these principles.

The Forest Farmers Association would favor enactment of H.R. 10572 with the addition of a clarifying statement indicating that the purposes of this act are within and supplemental to the purposes for which the national forests were established as set forth in the act of June 4, 1897 (16 U.S.C. 475). Furthermore that enactment of H.R. 10572 would not affect the basic purposes for which the national forests were established, nor basically change current policies and procedures for management of national forests.

INDUSTRIAL FORESTRY ASSOCIATION,
Portland, Oreg., March 15, 1960.

HON. GEORGE M. GRANT,
Chairman, Subcommittee on Forests, House Committee on Agriculture, Washington, D.C.

DEAR MR. CHAIRMAN: Attached herewith are two copies of a statement of the Industrial Forestry Association endorsing the proposal for adoption of a congressional policy of multiple use for the national forests. You will note therein that we have made a suggestion for slight rewording of section 1 for your consideration.

I had hoped to be present personally to testify on your bill but illness has prevented it.

It would be greatly appreciated if you would make this letter and our statement a part of your hearing record on the multiple-use bills.

With kindest personal regards, I am,

Sincerely yours,

W. D. HAGENSTEIN, *Executive Vice President.*

STATEMENT OF INDUSTRIAL FORESTRY ASSOCIATION ON H.R. 10572 AND IDENTICAL BILLS

The Industrial Forestry Association, founder of the now nationwide tree farm program, has been stressing the importance of multiple use of forest lands, irrespective of ownership, for many years. The association has certified 5,869,643 acres of private forests in the Douglas-fir region as west coast tree farms. This area is 44 percent of the total private forest ownership in western Washington and western Oregon. The primary purpose of tree farms is the production of continuous timber crops but they also furnish additional public benefits of an adequate water supply, rotation of forage for wildlife, and enormous opportunities for hunting, fishing, camping, picnicking, hiking, and other recreation.

The association's board has studied H.R. 10572 which would establish as a policy of Congress that the national forests be managed under the principles of multiple use.

Because the multiple-use principle has proved effective on its members' tree farms, the association believes that this principle of land management is sound policy for all ownerships, including the national forests.

We note in the letter of the Acting Secretary of Agriculture to the Speaker of the House on February 5, 1960, which transmitted the draft of the multiple-use bill, that he says, "It (the bill) would recognize that the national forests provide watershed, timber, range, outdoor recreation, and fish and wildlife values." These same uses are mentioned in that order in other portions of the Acting Secretary's letter. Therefore, we would respectfully recommend that section 1 of the bill be revised to read as follows:

"Be it enacted, etc., That it is the policy of the Congress that the national forest be managed for water, timber, forage, recreation, and fish and wildlife purposes. Nothing in this Act shall be construed to affect the basic purposes for which the national forests were established under the Act of June 4, 1897, or the authority of the Secretary of the Interior provided by law with respect to mineral resources."

With our suggestion for modification of section 1 of the bill, we endorse the multiple-use policy proposed for the national forests and recommend its adoption by the Congress.

U. S. SENATE,
COMMITTEE ON PUBLIC WORKS,
March 16, 1960.

HON. GEORGE M. GRANT,
Chairman, Subcommittee on Forestry, Committee on Agriculture, U.S. House of Representatives, Washington, D.C.

DEAR MR. CHAIRMAN: The series of bills introduced during recent weeks in behalf of multiple-use and sustained-yield management of our national forests is of far-reaching importance.

We are aware in West Virginia that full development and use of forest resources can provide a continuous flow of raw materials and services which will strengthen the economy and enrich the lives of our people. The national forests should be put in the position of being able to assume leadership in demonstrating this principle to the States and to the Nation.

The American economy has always enjoyed the advantage of vast resources, both renewable and nonrenewable, from which to draw strength.

Our position of leadership in the industrial world in recent years has been, in large degree, related to this abundance. And, to an ever-increasing extent, we must look to renewable resources from farms and forests to meet future needs.

In West Virginia, I have observed the steady growth of recreational use of Monongahela National Forest facilities. Nearly 130,000 visitors camped or held picnics in its recreational areas in 1958, and the figure grew to 193,300 in 1959. Whereas approximately 295,000 visits were made to Monongahela National Forest streams and lakes by fishermen in 1958, 344,600 used the same facilities in 1959. Hunting drew 179,700 visits in 1959, a figure almost 60 percent higher than that for 1958. These are some indications which substantiate the fact that recreation is an important element in the full utilization of our national forests. The opportunity for expanded development under the multiple-use concept has barely been touched.

Indeed, multiple-use forest management under which timber, forage, water, fish and other wildlife, and other forms of outdoor recreation are managed as related resources of the land will bring fuller employment for the areas surrounding the forests, will bring increased tourism, and will bring about a sustained flow of forest resources to help keep our economy strong.

It is, therefore, a privilege for me to strongly endorse the principle of H.R. 10465 by my able and diligent West Virginia colleague, Representative Harley O. Staggers, and companion bills by other distinguished Members of the House of Representatives authorizing and directing that the national forests be managed under principles of multiple use and to produce a sustained yield of products and services, as well as for other purposes.

Sincerely yours,

JENNINGS RANDOLPH.

CONSERVATION FEDERATION OF MISSOURI,
Jefferson City, Mo., March 15, 1960.

HON. GEORGE M. GRANT,
Chairman of Subcommittee on Forests,
House Agricultural Committee,
Washington, D.C.

DEAR MR. GRANT: It has come to my attention that your subcommittee will be conducting hearings March 16 on House bill (H.R. 10572) which deals with the principle of multiple use and sustained yield on the national forests. It is my understanding that the purpose of the bill is to give statutory status to Forest Service management of outdoor recreation, range, timber, watershed, and wildlife and fish resources under the principles of multiple use and sustained yield on the national forests.

The national forests have for many years operated efficiently on those principles but for the most part the basis for this has been that of policy on secretarial regulations based on the statutory instructions in the basic act of June 4, 1897, which specifically refers to water and timber management only. The activities and responsibilities of the national forests have, of course, broadened tremendously since 1897 and have become increasingly important to the people of the State of Missouri and the Nation in general.

It seems to me, therefore, that under the circumstances that prevail today the objectives of H.R. 10572 have a great deal of merit and should be considered favorably by your committee and subsequently by the House. Of special importance to us here in Missouri is the benefit that will accrue to the State through the strengthening of the present authority by which the Forest Service now engages in cooperative programs with the State and local agencies.

In furtherance of the above the Conservation Federation of Missouri, which is a nonprofit organization representing 15,000 members with constructive interests, urges the passage of this bill and desires that this letter be put on record as our statement of approval.

Sincerely yours,

ED STEGNER,
Executive Secretary.

FOREST, MISS., March 10, 1960.

HON. GEORGE M. GRANT,
Chairman, Subcommittee on Forestry,
House Agriculture Committee,
Washington, D.C.

DEAR CONGRESSMAN GRANT: It has come to my attention that public hearings are to be held by you on March 16, 1960, on H.R. 10572. This bill would authorize and direct that the national forests be managed under principles of multiple use and produce a sustained yield of products and services, and for other purposes.

As a neighbor to the Bienville National Forest in Mississippi, I wish to endorse this bill and request that you make this letter a part of the record. I regret that due to previous commitments I will not be able to attend this public hearing in person to express my approval of the proposed bill.

Very truly yours,

M. W. McCORMICK.

WATERSHED CONSERVATION EDUCATION PROJECT,
THE UNIVERSITY OF NEW MEXICO,
Albuquerque, March 11, 1960.

HON. GEORGE M. GRANT,
Representative from Alabama,
Chairman, Subcommittee on Agriculture,
House Office Building,
Washington, D.C.

MY DEAR REPRESENTATIVE GRANT: I wish to speak in favor of House bill 10572, pertaining to establishment of multiple-use management principles on national forests.

I believe that it is of greatest importance to insure the unity of management and conservation activities on national-forest lands. This will be accomplished under the provisions of H.R. 10572. Without firm statutory basis for applica-

tion of multiple-use principles, there is grave danger that a trend toward diversity of administration and objectives may seriously endanger the management of natural resources on national-forest land.

I strongly encourage and support passage of H.R. 10572 so that all the resources involved in and on national forests be managed under the time-tried and proven multiple-use principle to the benefit of the people of the United States.

Sincerely yours,

GEORGE W. WORLEY.

PROVO CITY CORP.,
Provo, Utah, March 11, 1960.

HON. GEORGE M. GRANT,
Chairman, Forestry Subcommittee,
Committee on Agriculture and Forestry,
House of Representatives.

DEAR CONGRESSMAN GRANT: Provo City is located adjacent to the Uintah National Forest in Utah, and we are vitally concerned with the multiple uses of this national forest.

We have reviewed the bill, H.R. 10572, and highly recommend its enactment. We understand that this or a similar bill was prepared by Secretary Beuson and is recommended by the Department of Agriculture.

As you know, the national forests are very important for many resources and service to the general public. These include water, timber, forage, recreation, games, and other wildlife. This bill should help to achieve improved multiple-use management of these many valuable resources.

It will be appreciated if you will introduce this letter as part of the record of the hearing.

Sincerely yours,

LLOYD L. CULLIMORE, M.D., Mayor.
E. EARL UDALL, City Manager.

LIBBY, MONT.,
March 11, 1960.

Congressman GRANT,
House of Representatives,
Washington, D.C.

DEAR CONGRESSMAN GRANT: It is my understanding that this coming Wednesday there will be a hearing on your bill H.R. 10572.

I would like to convey to you and to your committee that I am in favor of such a bill. It appears to me that the national forests should be managed under a multiple-use plan, for the preservation of our resources and their most efficient utilization.

It would be appreciated if this letter is made a matter of record on the hearing.

Very truly yours,

EARL D. LOVICK.

COUNTY BOARD OF SUPERVISORS,
Coconino County, Ariz.,
Williams, Ariz., March 10, 1960.

Congressman GEORGE M. GRANT,
Chairman, Subcommittee on Agriculture,
House of Representatives,
Washington, D.C.

DEAR CONGRESSMAN GRANT: I am very much interested in the national forests in this county and their importance to the local economy.

The bill H.R. 10572 that you have proposed to the Congress should be given favorable consideration. The multiple-use principle of management of the national forests should be given statutory recognition at the earliest possible time.

The national forests in this county have been administered on the principle of multiple use for outdoor recreation, timber, range, watershed, wildlife, and other purposes. We know this principle works.

Your proposed bill should protect the multiple-use principle of management of our national forests from being destroyed. We do not want single-use management on our national forests which could come about by special interest groups gaining recognition for their one interest. Multiple-use management of the national forests is in the best interests of the people and economy of this county.

Would you please give bill H.R. 10572 your complete support and urge its passage at this session of Congress? Please incorporate this letter in the formal record of the hearings.

Very truly yours,

GORDON McDOWELL, *Vice Chairman.*

TOWN OF ROXIE,
Roxie, Miss., March 12, 1960.

HON. GEORGE M. GRANT,
*Chairman, Subcommittee on Forestry,
House Agriculture Committee,
Washington, D.C.*

DEAR CONGRESSMAN GRANT: Please consider this letter in the public hearing to be held by your Subcommittee on Forestry on March 16 in regard to H.R. 10572.

The town of Roxie is immediately adjacent to the Homochitto National Forest. We have watched the actual practice of the concept of sustained yield to the various resources of the forest. We believe the multiple-use theory as now being applied to the Homochitto National Forest to be a sound policy. Since the forest is of so much importance to the people of this area we feel this proposed bill will give the present policy the sanction of congressional approval.

We will appreciate having our wishes in this matter made a matter of record for favorable action by your subcommittee on H.R. 10572.

Very sincerely yours,

A. D. WHITEHEAD, *Mayor.*

NATIONAL SKI ASSOCIATION OF AMERICA,
Salt Lake City, Utah, March 10, 1960.

Subject: H.R. 10572.

HON. GEORGE M. GRANT,
House Office Building, Washington, D.C.

DEAR MR. GRANT: We believe multiple use of our forest lands is in the best interests of the millions of skiers in this country. Skiing is a sport that contributes greatly to the physical well-being of our people.

H.R. 10572 seems to promote multiple use of these forests, and we would therefore like to endorse this legislation, and would appreciate it if you would make this letter a part of the record.

Yours very truly,

ALTON MELVILLE, *President.*

SANTA FE WILDLIFE & CONSERVATION ASSOCIATION,
Santa Fe, N. Mex., March 12, 1960.

HON. GEORGE M. GRANT,
Representative in Congress, Washington, D.C.

DEAR CONGRESSMAN GRANT: It is our understanding that H.R. 10465, introduced by Congressman Harley C. Staggers, West Virginia, has been referred to the Subcommittee on Forestry of the Committee on Agriculture of which you are the chairman. It is also understood that you have called for hearings on this bill on March 16.

You are hereby respectfully advised that the Santa Fe Wildlife & Conservation Association, an affiliate of the New Mexico Wildlife & Conservation Association and National Wildlife Federation, is highly in favor of this bill. It will give specific congressional sanction to the well-established policy of multiple use in the administration of the national forests.

We do, however, strongly recommend a little amendment in order to be certain that an important use is not left out and thus excluded by failure to mention it in the bill. We feel that "wilderness" as an important use should be

included. We recommend that after the words, "wildlife and fish," the following be added: "and wilderness preservation which includes a community of uses—scientific, scenic, watershed, wildlife and fish, and nonmotorized recreational use."

The retention for present and future generations of units of wilderness in their primeval condition, unspoiled by man, is highly important and the Forest Service wilderness preservation policy needs to be firmed up by congressional sanction. We request that this letter be inserted in the hearing records.

We also request that you contact the National Wildlife Federation, 232 Carroll Street NW., there in Washington for an expression of opinion on the merits of this bill.

Thanking you in anticipation of your full cooperation, I am,

Respectfully yours,

ELLIOTT S. BARKER,
Secretary, Santa Fe Wildlife & Conservation Association.

STATE OF NEW MEXICO,
HOUSE OF REPRESENTATIVES,
24TH LEGISLATURE,
Santa Fe, March 10, 1960.

HON. GEORGE M. GRANT,
Congressman, Chairman of House Subcommittee on Agriculture, Washington, D.C.

DEAR CONGRESSMAN: Reference is made to your introduction of House bill 10572 of February 16, 1960. Please let me express my approval of your action. It is my sincere hope that you will be able to get the measure out of committee and secure its early passage.

Yours very truly,

W. J. SHUMWAY.

ST. GEORGE, UTAH, *March 10, 1960.*

HON. GEORGE M. GRANT,
Forest Subcommittee, House Agriculture Committee, Washington, D.C.

DEAR SIR: The Five County Organization, in their regular monthly meeting, March 4, 1960, at Panguitch, Utah, went on record as favoring the passage of the multiple-use bill.

Dr. J. R. Murdock, chairman of the parks and forests committee of the Five County Organization, reported that Louis W. Hallock, superintendent at Bryce Canyon; Frank R. Oberhansley, superintendent at Zion Canyon; the Department of Agriculture, and the Forest Service each feel that the multiple-use bill which is now in Congress should be adopted. After some discussion on the subject Mr. Murdock made the motion that the Five County Organization approve the resolution, which is herewith enclosed. This motion was seconded by Commissioner H. J. Allen, put to vote by Chairman Rudger C. Atkin, and each voted "aye."

Your support of this bill will be appreciated by the Five County Organization.

Sincerely,

MERRILL STUCKLI, *Secretary.*

RESOLUTION—MULTIPLE-USE BILL

We, the Five County Organization herein assembled this 4th day of March 1960, at Panguitch, Utah, go on record favoring the passage of the multiple-use bill, H.R. 10465, and authorize the secretary of the Five County Organization to write the Utah congressional delegates urging them to support said bill.

SECURITY TRUST AND SAVINGS BANK,
Billings, Mont., March 10, 1960.

HON. GEORGE M. GRANT,
House Agricultural Committee,
Washington, D.C.

DEAR CONGRESSMAN GRANT: As a banker interested in the best possible economic use of our Federal lands, and as an individual sincerely concerned over the protection and preservation of our watersheds, grazing, and forest resources, I wish to give my full support to H.R. 10572, introduced by you in the House of Representatives. It is requested that you please make this letter a part of the record in support of your bill.

It is evident that your bill properly sets forth as a will of Congress the policies which are now being closely pursued as administrative procedure by the U.S. Forest Service. In order to assure that the excellent policies and conscientious effort of the Forest Service not be hampered, or the lands and resources under their administration be reduced, it is right and proper that Congress approve these policies and procedures by the adoption of your bill.

After observing the administration of our national forest in Montana and Wyoming by the U.S. Forest Service for many years, I have complete confidence in the ability and the willingness of the Forest Service personnel to administer these resources in accordance with the objectives you propose. It is my honest and complete conviction that no agency of the U.S. Government is more dedicated or more competent to administer our national forests in the manner you propose than is the Forest Service.

In conjunction with this support of your bill, I wish to go on record as being unalterably opposed to any transfer of national forest lands from the administration of the U.S. Forest Service to any other Government agency, or for the use of any national forest land for purposes other than expressed in your bill.

Thank you very much for giving this letter your attention and placing it on record at the hearing on March 16.

Respectfully,

R. B. STRATTON,
Vice President.

TUCSON, ARIZ., *March 10, 1960.*

CONGRESSMAN GEORGE M. GRANT,
House of Representative,
Washington, D.C.

DEAR HON. GEORGE M. GRANT: I write this letter to you in behalf of the Tucson Rod and Gun Club, which consists of approximately 1,200 members.

We understand that you are holding a hearing on March 16, 1960, in regard to H.R. 10572, covering specific multiple uses of national forests. The club has studied the matter and situation and wishes to go on record with you favoring the passage of said bill.

Yours truly,

JOHN ABOUD.

NATIONAL FOREST RECREATION ASSOCIATION,
March 8, 1960.

HON. GEORGE M. GRANT,
Chairman, House Forestry Subcommittee,
Washington, D.C.

DEAR MR. GRANT: We are advised that you will hold hearings on March 16 on H.R. 10572 and similar or identical bills to authorize and direct that the national forests be managed under principles of multiple use and to produce a sustained yield of products and services, and for other purposes.

The National Forest Recreation Association desires to go on record as strongly in favor of the passage of this bill.

This bill would give congressional endorsement to a program now well underway by the Forest Service, U.S. Department of Agriculture. Since 1897 the Congress has endorsed sustained yield of timber and water. This bill would give congressional endorsement to sustained yield of other forest resources as well. These include outdoor recreation, range, timber, watershed, and wildlife and fish resources.

This bill would also give congressional endorsement to the multiple-use principle which the Forest Service has developed in an outstanding way. It would protect all national forest resources against possible future overutilization, which could well come as a result of economic pressure or the pressures of single-interest groups.

It is our request that our endorsement of H.R. 10572 be made a part of the record of the hearings.

The National Forest Recreation Association is an organization of the owners and operators of resorts, winter sports developments, packers, and others serving the public who use the national forests for recreation. We are located on lands within the national forests and most of our members are on Government-owned land under lease called special-use permits issued by the Forest Service. We are in excellent position to observe Forest Service administration of these public lands and are strongly in favor of its multiple-use management.

Respectfully submitted.

C. B. MORSE, *Manager.*

SOUTHWEST VIRGINIA ENTERPRISE,
Wytheville, Va., March 10, 1960.

HON. WILLIAM M. TUCK,
Congressman From Fifth Virginia District,
Washington, D.C.

DEAR BILL: As you know, my interest in agriculture and likewise in the fine services rendered by the U.S. Forest Service has been very keen for several years. I note with interest what appears to me to be an essential bill, H.R. 10465, submitted by Mr. Staggers, and in reality giving the Forest Service the right to continue to carry out the many services, including administration of outdoor recreation, range, timber, watershed, and wildlife and fish purposes.

I have been advised that this bill, referred last month to the Committee on Agriculture in the House, will be given a hearing before the committee next week. Thus, in firm conviction of the genuine worth of the bill and the obvious effect for good that it will have on Wythe and the adjoining counties served by the Jefferson National Forest personnel, on behalf of many for which I speak, it is our sincere hope that you may find it possible to appear before the committee and lend your influence for its adoption and submission to the House for vote. In the event that your duties prevent your personal appearance, it would be deeply appreciated if you could have this letter submitted as testimony for the unstinted support of said bill.

It is indeed my belief that the Forest Service is rendering one of the most worthwhile services of any department of a Federal agency or bureau. I am aware of what goes on in the entire area, and, by the same token, I am thoroughly convinced that the multiple use and purposes and services rendered by the forestry personnel, who are for the national forests such as Jefferson, operate at an extremely low cost, produce revenue which helps counties, and make provisions for farflung services that bring enjoyment to thousands. Thus, every purpose of the Staggers bill is worthy and should receive full support of Congressmen.

I note with interest that our mutual friend, Pat Jennings, has joined with others in sponsoring a bill to authorize and direct that the national forests be managed under principles of multiple use and to protect a sustained yield of products and services. It is possible Pat's fine bill is identical or the same. It is indeed encouraging to note that Pat, too, is interested in the same subject, and assure him of my interest and appreciation. I certainly favor the bill by Pat, and my sole interest is to be sure that the forestry personnel, and the national forests serve to the fullest all of our people.

I recall with pleasure your visit our way a few weeks ago. It is always a pleasure to see you and chat with you. I read with great interest your radio talk, as a member of the House Un-American Affairs Committee, made a few weeks ago. A copy was sent me from the sponsor of the very unique program. Your address was masterful, and if permission is granted I would like to use it. It is copyrighted, I note, by the special broadcast that makes it possible.

With kindest of personal regards, I am,

Very truly,

JIM WILLIAMS.

LOUISIANA FORESTRY ASSOCIATION,
Alexandria, La., March 7, 1960.

HON. HAROLD D. COOLEY,
Member of Congress,
Washington, D.C.

DEAR CONGRESSMAN COOLEY: The Louisiana Forestry Association met in executive session March 1, 1960, at the Bentley Hotel, Alexandria, La., for the consideration of House Resolution 10465 and Senate bill 3044.

The attached resolution was adopted by unanimous vote and is submitted to you for your consideration.

Sincerely,

C. H. LEWIS, Jr.

RESOLUTION

"Whereas the national forests are already administered under the policy of multiple use and sustained yield; and

"Whereas the major renewable multiple uses recognized are (1) timber, (2) water, (3) recreation, (4) wildlife, and (5) grazing; and

"Whereas it is of paramount importance that the national forests continue to be managed for sustained yield of (1) timber, (2) water, (3) recreation, (4) wildlife, and (5) grazing, thus insuring the greatest good for the greatest number; and

"Whereas increased population will intensify demands for (1) timber, (2) water, (3) recreation, (4) wildlife, and (5) grazing, with emphasis on all—discrimination against none; and

"Whereas present policies permitting management of national forests for multiple use are recognized under a jumble of statutes, laws, acts, and regulations; and

"Whereas it is important and desirable to have statutory recognition of all major uses, (1) timber, (2) water, (3) recreation, (4) wildlife, and (5) grazing, covered under a single statute to preclude the usurpation of large tracts of land for a single purpose to the detriment of the other four major uses; and

"Whereas 'wilderness' legislation (including movements to create additional national parks in national forest areas) have as their purposes the diverting of large tracts of national forest land for a single use, serving esthetic desires of a relatively small number of people: Be it therefore

"*Resolved*, That the Louisiana Forestry Association favors the passage of H.R. 10465 and S. 3044 and urge that hearings on these measures begin at an early date; and be it further

"*Resolved*, That copies of this resolution be forwarded to Members of the U.S. Senate and House of Representative Committees on Agriculture and Forestry and to all Members of the U.S. Senate and House of Representatives from the State of Louisiana."

This is to certify that the foregoing resolution was adopted by the Louisiana Forestry Association at a meeting held on March 1, 1960, in Alexandria, La.

C. H. LEWIS, Jr.,
Executive Director.

STATE OF MAINE FOREST SERVICE,
Augusta, March 14, 1960.

HON. CLIFFORD G. MCINTIRE,
House of Representatives,
Washington, D.C.

DEAR CLIFF: I am most pleased, and welcome the opportunity, to add my thinking on the redefinition and clarification of the term "multiple land use" on national forest areas as defined in your bill No. 10572. Although I do not have the bill before me, I do most strongly agree in principle the multiple-land-use form of management for these areas. Incidentally, if extra copies of the bill are available, I would appreciate having two. This matter is of special interest to me because of the 50,000 acres of White Mountain National Forest in Maine, the new proposed national park and the present use of large areas of forest in private ownerships. In the case of the White Mountain National Forest, we have for years received annually 25 percent of the net income which is broken down on a proportionate basis for Batchelders Grant, Gilead, Mason,

Albany, Lovell, Stoneham, and Stow. This income has, of course, varied over the years from \$1,000 to \$5,000, depending upon the markets for wood and timber operations. These sums are made available to the towns for schools and roads. Incidentally, this breakdown is worked out by the State treasurer and the allocations approved by Governor and council action.

Although multiple land use has been the basic management policy on national forests for many years, I believe the dominant use has been growing forests and timber harvesting. To me it is always a case of the dominant use of the area and then integrated with the others. In the case of the White Mountain National Forest the predominant use is timber and integrated with water, grazing, recreation, fish and wildlife, and one might even add, scenery.

We hear more about the words "multiple use" and no doubt the U.S. National Forest people are wedded to it. Recently, however, here in Maine the words "full use" have been introduced in place of "multiple use." The idea being the public might better understand this term. We also know that the multiple land management policy has received more public notice due to the factors of rapid increase in population, urbanization, need for rehabilitation of industry and economic life in some areas, development of expressways, shorter working hours, more time for recreation and demand for more wood.

Since growing forests and timber harvesting is the No. 1 economy of Maine, and the demand for wood is expected to double by 1975, there is the imperative need for greater intensification for getting the full productivity of the land. In this respect, I am sure the same is true for national forest areas throughout the country.

Very truly yours,

AUSTIN H. WILKINS,
Forest Commissioner.

STATEMENT BY THE GENERAL FEDERATION OF WOMEN'S CLUBS, WASHINGTON, D.C.

MULTIPLE USE OF THE FORESTS

The General Federation of Women's Clubs was chartered by the U.S. Congress in 1901. Today there are approximately 5 million members in the United States. The general federation has supported the national forest services for many years in their effort to make the best use of our national forests.

In 1906 the general federation passed the following resolution:

"NATIONAL FORESTS (CONVENTION, 1906; REAFFIRMED, 1948)

"Whereas the national forests under jurisdiction of the U.S. Forest Service are an important national asset: Therefore

"Resolved, That the General Federation of Women's Clubs urges full support of the efforts of the Forest Service in the development and administration of the timber, range, water, wildlife, recreation, and other resources of the national forests."

In 1924 the general federation passed a resolution relating to recreational use of national forests.

"RECREATION AREAS IN NATIONAL FORESTS (CONVENTION, 1924, REAFFIRMED, 1956)

"Resolved, That the General Federation of Women's Clubs urges the Congress of the United States to provide for the return to the Forest Service of sums sufficient for the maintenance and development of recreation areas located in the national forests."

In 1942 a resolution was passed on public grazing land as follows:

"PUBLIC GRAZING LAND (CONVENTION, 1942; REAFFIRMED, 1948)

"Whereas the grazing lands in the national forests and other public lands include watersheds of vital importance to the whole economy as well as scenic, recreational, wildlife, timber, mineral, and other resources of national importance which should properly be administered in the broadest public interest: Therefore

"Resolved, That the General Federation of Women's Clubs urges the Congress to safeguard public lands for the benefit of all, and to encourage and support the proper protection, development, and administration of their resources."

In fact the general federation has concerned itself with the conservation of our national resources since 1898, about 4 years before we were chartered by the U.S. Congress. That year we passed a resolution urging adequate protection for wildlife and wildlife habitat. Believe it or not the general federation passed a resolution in 1896, which was amended and reaffirmed in a resolution in 1958, which set out the eight specific suggestions as follows:

"FOREST RESOURCES AND PERMANENT TIMBER SUPPLY (CONVENTION, 1896 ;
REAFFIRMED, 1958)

"Whereas the forest resources of the United States are indispensable to our individual and national well-being; and

"Whereas great strides have been made by private industry and public agencies toward commendable achievements in sustained timber production and healthy economies in timber-dependent communities; and

"Whereas even with these significant achievements there is still need for continued improvement: Therefore

"Resolved, That the General Federation of Women's Clubs in convention assembled, June 1958, urges:

"That the national policy concerning forest and timber include:

"1. Greater diligence in management of public and privately owned forests to provide increased timber growth on lands not now producing to their full capacities;

"2. The opening of areas through access roads for the harvesting of mature timber;

"3. Sustained yield from all timberlands;

"4. A forest planting program where needed;

"5. Control of timber losses sustained through fire, insects, and disease;

"6. Support of the Keep America Green and Smokey Bear forest fire prevention campaigns;

"7. Plans for better utilization to reduce waste in the woods and elsewhere, which waste now amounts to one-fourth of the timber cut;

"8. Advancement of research programs on all phases of forest management and wood utilization."

I believe that the resolutions quoted here are sufficient to show this committee that the general federation is interested in the multiple use of our national forests where it is economical and feasible to do so. We urge the passage of H.R. 10572 which, in principle, does the things that the general federation has supported for years. It seems to be in the interest of the public to do so and will be most economical to have them administered as set out in this bill.

It is certainly wonderful to be urging the passage of a very important bill which will be of no extra expense to the taxpayer.

THE BEAVERHEAD CHAMBER OF COMMERCE,
Dillon, Mont., March 11, 1960.

Representative LEROY ANDERSON,
House Office Building,
Washington, D.C.:

We urge your support of H.R. 10465 or similar legislation, which states that national forest lands continue to be administered under the multiple-use policy. Forest lands, under Federal agencies, are now used for outdoor recreation, range, timber, watershed, wildlife, and fishing; mineral resources are administered by the Secretary of the Interior.

Our economy, in this area is at least 80 percent agricultural, with mining being a small, but vital, diversification. We feel that to sustain our present livelihood, that the multiple-use policy is the best for the most people, both in our own county and State, still giving outdoor recreation full consideration.

Your support of this bill is greatly needed by residents of Beaverhead County.

We hope that this letter can be made part of the record at the hearing on this bill March 16.

Charles Deputy, President; W. R. Tait, Arlo Herman, Harry Tash,
Dick Warren, Dick Later, Dr. Robert English, George Gleed, Marie
Gibbons, Secretary-Manager, 1960 Board of Directors.

TAOS CHAMBER OF COMMERCE,
TAOS, N. MEX., *March 14, 1960.*

HON. GEORGE M. GRANT,
House of Representatives,
Chairman, Subcommittee on Agriculture,
Washington, D.C.

DEAR MR. GRANT: Enclosed clipping from the Taos News and El Crepusculo of March 10, 1960, giving an account of the action taken by the board of directors of the Taos County Chamber of Commerce favoring the passage of S. 3044 and H.R. 10572.

We wish, of course, to acquaint you with our stand on this matter, and, for the record, would appreciate it if this newspaper item could be read into the record.

Sincerely yours,

HERSCHEL M. COLBERT,
Secretary-Manager.

[Editorial from Taos News, Mar. 10, 1960]

Two proposed bills, now before Congress, affecting national forest lands, deserves the support of those who like the status quo and want to keep meddling fingers out of one of the Nation's great treasures, the public lands.

It is generally agreed the present varied uses of the forest lands is good. There are those who would like to see changes. But, generally, the present uses are considered the best. The bills make the policies and directives which established these practices a national law. The way to change them, if the bills are passed, will be to go before Congress.

The national forests come under the Department of Agriculture with some overlapping by the Department of the Interior. There have been times, and probably will be again, when one department or the other has wanted to take a bit more responsibility than it needed. There also were, and will be again, numerous pressure groups wanting to exploit forests for their own uses.

The proposed bills would tend to reduce such dangers in the future. They would assure the public that these great areas will continue to be put to the best practical use.

BEAVER CITY CORPORATION,
Beaver City, Utah, March 12, 1960.

Re H.R. 10572.

GEORGE M. GRANT,
Chairman, Forest Subcommittee of the House Agriculture Committee, House of Representatives, Washington, D.C.

DEAR MR. GRANT: A copy of your bill, H.R. 10572, has been introduced to the mayor and city council of Beaver City. That body has had the opportunity to study this bill and its effects very thoroughly.

It is rapidly being realized that the assets of our national forests must be administered in such a manner that recreation, watershed, timber, and grazing facilities be utilized to the fullest possible extent.

It is requested that it be made a matter of public record that I and the members of the Beaver City Council, acting for and on behalf of the citizens of Beaver City, Utah, wholeheartedly endorse and support your bill.

Very sincerely yours,

MARTELL EASTON, *Mayor.*

DEPARTMENT OF FORESTS AND PARKS,
STATE OF MARYLAND,
Annapolis, Md., March 16, 1960.

HON. GEORGE M. GRANT,
Chairman, Subcommittee on Forestry, House Agriculture Committee, Washington, D.C.

DEAR MR. CHAIRMAN: As director of forests and parks of the State of Maryland, I wish to indicate support for H.R. 10465 and H.R. 10572 introduced by Representative Staggers and you.

I am also a member of the Association of State Foresters. While I cannot speak for the association, I do know that most of the State foresters in America will favor this proposed legislation.

We in the States know what the U.S. Forest Service is up against in the use of the national forest resources. We have many of the same problems in the multiple-purpose management of timber, range, watersheds, wildlife, and outdoor recreation on State lands. We face the same pressures for single use of these resources by groups who believe their particular resource demands deserve priority over the needs of other recognized users. Thus the State foresters would lose many of the gains made if the U.S. Forest Service loses out to the pressure groups for single use of the national forests.

Over many years there has been a close cooperative effort between the States and the U.S. Forest Service in the development and management of the national forests. We favor the continued cooperation indicated in the bills being considered by your committee.

Because of the relative position of the State forest service and the Federal Forest Service with continuing heavy increases in population and resource uses, we believe it would be helpful to the U.S. Forest Service in their contacts with special users of the national forests to have the assurance that this proposed legislation will give in the future management of the national forests.

Very sincerely yours,

JOSEPH F. KAYLOR, *Director.*

CHAMBER OF COMMERCE OF THE UNITED STATES,
Washington, D.C., March 16, 1960.

HON. GEORGE M. GRANT,
Chairman, Subcommittee on Forestry,
House Committee on Agriculture, Washington, D.C.

DEAR MR. GRANT: The Chamber of Commerce of the United States supports the objectives of H.R. 10465, and similar bills, to authorize and direct that the national forests be managed under principles of multiple use and to produce sustained yield of products and services. The chamber recommends, however, that section 1 of the bill be reworded to make it clear that all of the multiple uses outlined are not intended to be on an equal footing with the primary uses for which the national forests were established.

The purposes for which the national forests were to be administered, as stated by the Congress in the act of June 4, 1897, are " * * * to improve and protect the forests within the boundaries, or for the purpose of securing favorable conditions of waterflows, and to furnish a continuous supply of timber for use and necessities of citizens of the United States; * * *."

Subsequent legislation, and regulations issued by the Chief of the Forest Service, have extended and broadened those objectives to include the management and use of forage, recreation, and wildlife resources wherever this can be done in harmony with the primary purposes of furnishing a continuous supply of timber and stabilizing waterflows. The chamber is in favor of multiple use of national forests under these principles, and we believe that this should be the stated objective of these bills.

Our recommendation that the basic purposes of the national forests continue to be recognized in any legislation dealing with multiple uses would be met by substituting language such as follows for the first sentence of section 1 of H.R. 10465 or any similar bills:

"Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That it is the policy of the Congress as provided in the Act of June 4, 1897 (30 Stat. 24, 25, 26; 471-78, 551) that the national forests are established primarily to improve and protect the forests within the boundaries, for the purpose of securing favorable conditions of water flows, and to furnish a continuous supply of timber for use and necessities of citizens of the United States. Whenever there is no material interference with the basic purposes, the national forests may also be administered for such other uses as grazing, outdoor recreation, and fish and wildlife."

Our national forests are furnishing important timber resources and related services to the public through private enterprise development under a system of permits and leases. It is important to the public interest that such development be continued and that it be recognized in H.R. 10465 by inserting before "States" on page 2, line 7, words such as "resource users" and by deleting the word "interested."

We request that this letter be included in the record of hearings on H.R. 10465 and other bills.

Cordially yours,

CLARENCE R. MILES.

CUSTER LUMBER Co.,
Custer, S. Dak., March 14, 1960.

Congressman GRANT of ALABAMA,
Care of Committee on Agriculture,
Subcommittee on Forests,
House of Representatives, Washington, D.C.

DEAR SIR: I have been informed that your committee will hold hearings on bills to make multiple use and sustained yield practice mandatory on all public lands whether they be under the jurisdiction of the U.S. Forest Service or are withdrawn from this or other agencies and placed under the National Park Service.

Custer Lumber Co. is approximately 95 percent dependent on the national forest for its source of timber. Directly, and indirectly counting our contractors, about 60 people are employed. As manager of the company, and as spokesman for all the employees, I am vitally interested in seeing that our source of timber is perpetuated. Our local economy is dependent upon lumber and timber, tourists, mining and ranching. It is apparent, therefore, that each facet of the economy is interested in having its particular interest in the national forests and parks managed in such a manner as to guarantee continued life. This can be accomplished only through sustained yield and multiple use management.

While we are directly concerned with timber only, our business is dependent on the prosperity of all the groups interested in public land management, and not any one group only. Therefore, we cannot urge too strongly that all public lands be managed under sustained yield and multiple use practices.

The huge population increases or explosions predicted will undoubtedly place severe demands on our forests to supply all the products they are able to produce, not only recreation uses but additional timber, grazing for livestock, water and minerals. This makes it imperative that all public lands be managed under multiple use, sustained yield practices so that no one segment of their potential is developed to the exclusion of the others.

I respectfully request that my remarks be considered at the hearing and made a part of the record.

Yours very truly,

WALTER W. BLACK, *Manager.*

VIRGINIA POLYTECHNIC INSTITUTE,
DEPARTMENT OF FORESTRY AND WILDLIFE,
Blacksburg, Va., March 19, 1960.

Congressman RICHARD H. POFF,
House Office Building,
Washington, D.C.

DEAR CONGRESSMAN POFF: Thank you very much for your kind letter of March 16 regarding Congressman Staggers' bill H.R. 10465 regarding multiple-use management of the national forests. I appreciate your favor in permitting me to state my evaluation of this bill and I should like to avail myself of this favor. Thank you, also, for offering to permit me to appear before the committee hearing this bill. It would be difficult for me to do so, and I would appreciate any effort you make to have this statement appear in the records of the hearing.

Since writing you on March 15, I was pleasantly surprised to learn that more than 35 similar bills have been offered during the current session of Congress. I understand that Congressman Jennings has offered H.R. 10818 and that Congressman Abbitt has submitted H.R. 10707. Perhaps other Congressmen from Virginia have prepared almost identical bills of which I have no knowledge. I understand further that Congressman George T. Grant is chairman of the Forest Subcommittee of the House Committee on Agriculture and that this committee currently is holding a hearing on H.R. 10465. If this hearing has closed when you receive this letter, it would be appreciated if you would request Congressman Grant to insert these comments in the hearing procedures, if this is feasible.

Even though I repeat facts well known to you, I should like to state my reasons for favoring the passage of this bill. As you know, most of the national forest lands of the East were purchased under the Weeks law for the primary purpose of timber and water production. Therefore, the congressionally established policy for the management of these forested lands is primarily for these two resources. However, as you are well aware, the multiple-use management of all national forest lands has been the accepted management policy for many years. As I understand the intent of this bill, the primary purpose of this proposed legislation is to recognize officially this wise policy of multiple-resource management. The National Forest, in my opinion, should be managed for renewable resources: Timber, water, wildlife, recreation, and soil. The first two have been recognized legally; the purpose of the proposed legislation is to recognize the management of the last three (wildlife, recreation, and soil). Such recognition makes good sense to me for the Forest Service has demonstrated the logic of multiple use for the past three or four decades.

My analysis of H.R. 10465 is as follows:

Page 1, lines 1 through the second word of line 6: This statement recognizes the policy of multiple use as the official policy of national forest management. My reasons for advocating the recognition of such a policy are given above.

Page 1, beginning with the third word of line 6 through line 8: The Forest Service is not in the mining business and does not have professionally trained mining engineers. It is proposed to have the U.S. Department of the Interior (Bureau of Land Management) continue to supervise the mining operations on national forest lands. This seems very logical to me as this arrangement has worked satisfactorily for all parties concerned for a number of years.

Page 1, lines 9 and 10; page 2, lines 1 through 5: This statement authorizes and directs the Secretary of Agriculture, through the U.S. Forest Service, to administer all the renewable resources of national forest lands under the multiple-use policy with recognition of change in resource-use priority due to local circumstances. The Forest Service, in my opinion, has shown itself most capable in managing land—and all of the resources—under this policy.

Page 2, lines 8 through 9 (sec. 3): This section grants authority to the Secretary of Agriculture to cooperate with other agencies (State or local governments) in a multiple-use plan of management for the national forest. This makes good sense to me. Here in Virginia, as you are well aware, the Virginia Commission of Game and Inland Fisheries and the U.S. Forest Service pioneered in a wildlife management program on the national forest. Many other States have patterned their national forest wildlife management plans after the Virginia plan. This joint effort of the Forest Service and Virginia have given the Virginia hunter and fisherman about 1,500,000 acres of hunting and fishing grounds. Such a program was possible only by the cooperative efforts of both the Forest Service and the local governmental agencies. The success of this program is apparent to you, I am sure.

Several examples of multiple-use management of the type which would be recognized and authorized by H.R. 10465 may be of interest to you. Perhaps you are familiar with the Cave Mountain Lake area on the Natural Bridge ranger district of the Jefferson National Forest. This area is approximately 2,000 to 3,000 acres in size. On this area is Cave Mountain Lake, used extensively as a developed recreational area providing picnicking, boating, fishing, swimming, and similar out-of-door activities; on the adjoining forest, several camping areas are available; timber is being harvested from this area; there is a cooperative wildlife management program (with the Virginia Game Commission) and hunting and fishing is permitted on the watershed. This area is being managed under the multiple-use policy of making the best use of all resources, not just one or two.

The Mountain Lake scenic area at Mountain Lake is another example. The University of Virginia Biological Station is located near this area and the biologist working at this station requested the Forest Service to manage an area of about 1,000 acres in such a way that the area would be reasonably undisturbed for research purposes. This the Forest Service is doing. No timber will be harvested from this area, no permanent roads will be constructed in this area, trails will be permitted, hunting will be permitted and visitors and seriously interested biologists will be encouraged to use the area. In this instance, under the multiple-use policy, the Forest Service is managing this particular tract of land with major priority on its use for investigational and

recreational purposes, but without excluding other uses which would not interfere with these primary objectives.

May I again express to you my appreciation for permitting me to comment on H.R. 10465.

Yours very truly,

HENRY S. MOSBY,
Professor of Wildlife Management.

STATE OF OREGON,
COMMITTEE ON NATURAL RESOURCES,
Salem, March 15, 1960.

Hon. GEORGE M. GRANT,
House Office Building,
Washington, D.C.

DEAR CONGRESSMAN GRANT: We are advised that your Forestry Subcommittee is presently considering H.R. 10465 and other bills which would establish as a policy of Congress multiple-use management of the national forests.

You will be interested to learn that this committee has considered S. 3044, the Senate companion measure to the House multiple-use bills, and believes this to be desirable legislation. The committee feels that establishment of such a policy by the Congress would affirm what we feel has been an excellent administrative policy of the Department of Agriculture for many years.

If a printed record of hearings on this matter becomes available we would appreciate receiving same. In the meantime, the committee asks that this letter be included in the record of testimony on H.R. 10465.

Sincerely,

DAN P. ALLEN, *Executive Secretary.*

ALBUQUERQUE, N. MEX., *March 15, 1960.*

Congressman GEORGE M. GRANT,
House Office Building,
Washington, D.C.

DEAR CONGRESSMAN GRANT: You are to be congratulated on introducing your bill, H.R. 10572, that would give statutory recognition to the multiple-use management of our national forest.

Our organization is familiar with the programs and objectives of the U.S. Forest Service. We would like to be placed on record as endorsing the multiple-use and sustained-yield principles as practical by the Forest Service in administering the national forest for the public good. We hope that you will make every effort to secure enactment of your bill during the current session of Congress.

We would also like to go on record as endorsing the program for the national forests which was submitted to Congress in March of 1959.

Anything you can do to speed the needed development work in the national forests will be sincerely appreciated by our group.

Will you please see to it that this letter is made a part of the written record of your hearings?

We also urge our New Mexico Senators and Congressmen to support this legislation which is very important in our area, the great Southwest.

Sincerely yours,

MATHIAS J. MADLENER, Jr.,
President, Sandia Mountain Chapter,
Izaak Walton League of America.

AMERICAN FARM BUREAU FEDERATION,
Washington, D.C., March 17, 1960.

In re H.R. 10572.

HON. GEORGE GRANT,
Chairman, House Subcommittee on Forests,
House Agriculture Committee, Washington, D.C.

DEAR CONGRESSMAN GRANT: The above bill was considered yesterday by the Board of Directors of the American Farm Bureau Federation, and upon recommendation of the subcommittee on natural resources of said board of directors, it was unanimously agreed to support this legislation.

We respectfully suggest a change, however, of the word "range" in line 5, page 1 of the bill to read "domestic livestock grazing." The word "range" has many meanings, it seems, and the board feels it may be better to be a little more specific. This would, of course, rearrange the order of the various uses listed therein, but for our purpose, this is immaterial. We sincerely hope that such change will be made, and we will be most happy to assist you in whatever way possible to secure passage of this legislation.

A companion bill, S. 3044, has been introduced by the Honorable Allen J. Ellender, U.S. Senator, chairman of the Senate Agriculture Committee, and we will confer with him on this matter also.

I hope this suggestion meets with your approval.

Sincerely yours,

JOHN I. TAYLOR, *Assistant Legislative Director.*

PLEASANT HILL, CALIF.,
March 16, 1960.

Representative GEORGE M. GRANT,
Chairman, Subcommittee on Forestry,
House Committee on Agriculture,
Washington, D.C.

DEAR REPRESENTATIVE GRANT: I wish to advise my unqualified support for a strong wilderness bill (S. 1123 and counterpart House measure). I fear crippling amendments, continuing delays, and the substitution of unacceptable multiple-use bills.

This is written to try to offset the California State chamber's March 15, 1960, wire disfavoring the bill. They represent the logging, mining, and grazing interests in part, and do not represent State business as an integrated whole. Local area chamber men were not poled for their views on the bill, and seem to view this matter (and many others) quite independently of the State chamber of commerce.

The Congress, not a single (and changing) administrator, should have the say on wise use of the areas in question.

Your personal help in effecting passage of a strong wilderness bill at this session of the Congress is respectfully requested.

Sincerely yours,

RICHARD L. BOWER.

BOISE, IDAHO, March 16, 1960.

HON. HAROLD D. COOLEY,
Chairman, House Agriculture Committee,
House Office Building,
Washington, D.C.:

This is to advise that H.R. 10465 and similar companion bills, declaring multiple use of national forest land as the policy of Congress has the strong support and endorsement of the Idaho Mining Association, which represents all major mining interests in this State.

Such statement of policy would not only provide congressional recognition of the various interests involved in resource utilization, but would also serve as a reasonable bulwark against the persistent and mounting pressures of single land-use advocates. Furthermore, statutory acceptance and approval of the multiple-use concept would assure the flexibility of public-land administration that will undoubtedly be necessary in adjusting to the changing patterns of resources utilization that can be anticipated in the years ahead.

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We respectfully request that this statement be included in the record of the hearings currently in progress.

THE IDAHO MINING ASSOCIATION,
A. J. TESKE, *Secretary*.

MOUNT IDA, ARK., *March 11, 1960.*

HON. GEORGE M. GRANT,
Chairman, Subcommittee on Forestry,
House of Representatives,
Washington, D.C.:

Being a county judge in a county in which the Forest Service administers 58 percent of the land, I would like to go on record of being in favor of bill H.R. 10572, outlining the multiple-use management of the U.S. national forests.

CLEO RAY,
County Judge, Montgomery County, Ark.

SAN FRANCISCO, CALIF., *March 10, 1960.*

HON. GEORGE M. GRANT,
Chairman, Subcommittee on Forestry, House Committee on Agriculture,
House Office Building, Washington, D.C.:

California State Chamber of Commerce favors the management of our national forests under the principle of multiple use. We approve in principle the provisions in S. 3044 and H.R. 10572 provided there is added to the bills a disclaimer or reversionary clause to read as follows: "The purposes of this Act are further declared to be within and supplemental to but not in interference with the purposes for which national forests are established as set forth in the Act of June 4, 1897 (30 Stat. 34, 35, 36; U.S.C. 471-478, 551)."

CALIFORNIA STATE CHAMBER OF COMMERCE,
By JAMES MUSSATTI, *General Manager*.

SANTA FE, N. MEX., *March 11, 1960.*

Congressman GEORGE M. GRANT,
Chairman, Subcommittee on Agriculture,
Washington, D.C.:

Please place us on record as favoring enactment H.R. 10572. Have many years' close association with Forest Service. Strongly support multiple use of sustained-yield principles that govern management national forests. Would appreciate your help in securing prompt enactment of this bill.

RAY L. BELL, *State Forester*.

SHARON, PA., *March 14, 1960.*

Congressman GEORGE M. GRANT,
Subcommittee, House Agriculture Committee, Forestry,
Washington, D.C.

DEAR SIR: The Northwest Division of Pennsylvania Federation of Sportsmens Clubs representing approximately 25,000 organized sportsmen in the nine-county area believe in the multiple use and sustained yield of our national forests. We highly commend your efforts with H.R. 10572. We are requesting our Pennsylvania delegation to support this bill.

Sincerely,

C. PAUL BLAIR,
Secretary, Legislation Chairman.

CORNING, ARK., *March 19, 1960.*

HON. E. C. GATHINGS,
House of Representatives, Washington, D.C.:

Understand House Agriculture Committee is now considering H.R. 10572, national forest multiple-use bill. While subscribing to multiple use we urge you make sure present form of this bill is changed to contain a provision safeguarding the basic act of 1897 which states the purpose of a public forest reservation is to furnish a continuous supply of timber for the use and necessities of the citizens of the United States. No other use should have priority to the supplying of timber.

CHARLES R. BLACK, JR.

TUCSON, ARIZ., *March 14, 1960.*

CONGRESSMAN GEORGE M. GRANT,
House of Representatives, Washington, D.C.:

Heartily in favor of all provisions in House bill, H.R. 10572, relating to multiple use of national forests. Very important bill, especially in connection with efficient land management, administration and conservation policies. Strongly urge passage of this bill and wish this telegram to be placed in the record.

ARTHUR N. PACK,
*President, Charles Lathrop Pack Forestry Foundation, Washington, D.C.,
and Tucson, Ariz.*

J. J. FITZPATRICK LUMBER CO., INC.,
Madison, Wis., March 21, 1960.

REPRESENTATIVE ROBERT J. KASTENMEYER,
*House Office Building,
Washington, D.C.*

DEAR BOB: You are aware, I am sure, that the House Agriculture Committee is now considering H.R. 10572, the national forest multiple-use bill.

We, as wholesalers of lumber (much of which is produced from timber grown on national forest lands) and as a part owner of a very small mill located in eastern Oregon which depends to a great extent on national forest timber, are quite concerned with this bill.

We, of course, do not and could not not rightfully oppose a bill which provided for the most benefit to the most people. We are afraid, however, that this bill endangers the basic purposes for which the national forests were created; namely, of preserving timber and watershed for the Nation. By far the most dangerous matter, in our opinion, is that pertaining to the use of these forests for rangeland. As many foresters have told us, and these are employees of the Federal and State Governments, grazing on forest lands is most dangerous to the new cover. While it would not appear now that we have a shortage of timber growing, with the rapid increase in population we in the industry are quite concerned with proper forest management. Many of us from large corporations down to small woodlot owners are working for the future to provide wood for the use of the Nation.

We firmly believe that with the huge amounts of land suitable primarily for growing trees which are in the hands of the Federal Government, this land must be dedicated to those two vital necessities: water and timber. I believe that consultation with any qualified forester will convince you that watershed control is vitally affected by a proper timber-growing program and that to date no substitute has been found for this.

From all appearances we feel that the bill in its present form is inadvisably drawn and that it should be amended to provide that the two basic principles are foremost in the minds of Congressmen. I do not believe that any good forestry practices have ever hurt a forest for the purposes of growing wildlife, either game or fish, except perhaps for some exotic which nature did not originally intend to grow there. On the other hand, the use of this land for range purposes could be most damaging and dangerous to the national interest.

We firmly believe that the Department of Agriculture must be instructed that the primary purpose of these forests is for watershed and forestry control.

Very truly yours,

CHARLES C. THOMPSON, *Executive Vice President.*

STATE OF WISCONSIN,
CONSERVATION DEPARTMENT,
Madison, March 24, 1960.

Hon. GEORGE M. GRANT,
Chairman, Forestry Committee, House of Representatives Committee on Agriculture, House Office Building, Washington, D.C.

DEAR CONGRESSMAN GRANT: A copy of a bill to authorize and direct that the national forests be managed under principles of multiple use and to produce a sustained yield of products and services, and for other purposes, has recently come to my attention.

In my opinion this is one of the most far-reaching and important natural resources bills to come before the Congress in recent years. We feel strongly that with the ever-increasing pressures of a growing population, it is essential that the Congress direct that our national forests will always provide a variety of products and services for all segments of our society and economy—good water for human consumption, industries, and agriculture; raw materials for industry; and recreational opportunities for all the people.

This bill guarantees that the national forests will continue to be managed for the greatest good for the greatest number of people in the long run. Certainly, we in Wisconsin want to be sure that the two national forests which comprise 1½ million acres in our State will always be managed according to the principles of multiple use and sustained yield.

We respectfully urge that you do all in your power to assure the passage of this bill and ask that this letter be included in the record of your hearings.

Very truly yours,

L. P. VOIGT, *Conservation Director.*

PINE BLUFF CHAMBER OF COMMERCE,
Pine Bluff, Ark., March 29, 1960.

Addressed to All Members of the Arkansas Congressional Family in Washington:

The board of directors of the Pine Bluff Chamber of Commerce at their meeting March 21, 1960, unanimously went on record supporting the principal of the multiple use of our national forest lands and favors legislation that grants authority necessary to continue and strengthen multiple-use practices on the national forests, giving recognition to timber production and waterflow consistent with the intent of Congress when the national forests were created in 1897.

Respectfully,

CHARLES F. VARN, *Manager.*

Mr. GRANT. The subcommittee stands adjourned.
(Whereupon, at 11:15 a.m., the subcommittee adjourned.)

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LEGISLATIVE HISTORY

Public Law 86-517

H. R. 10572

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INDEX AND SUMMARY OF H. R. 10572

Feb. 16, 1960	Sen. Ellender introduced S. 3044 which was referred to the Senate Agriculture and Forestry Committee. Print of bill as introduced.
Feb. 22, 1960	Rep. Grant introduced H. R. 10572 which was referred to the House Agriculture Committee. Print of bill as introduced.
Apr. 14, 1960	House subcommittee voted to report to full committee H.R. 10572.
Apr. 21, 1960	House committee voted to report (but did not actually report) H. R. 10572.
Apr. 25, 1960	House committee reported H. R. 10572 with amendments. H. Report No. 1551. Print of bill and report.
May 4, 1960	Senate committee considered but took no action on S. 3044.
May 12, 1960	House Rules Committee reported a resolution for consideration of H. R. 10572. H. Res. 527, H. Report No. 1604. Print of resolution and report.
May 18, 1960	Senate committee voted to report (but did not actually report) S. 3044 with amendments.
May 23, 1960	Senate committee reported S. 3044 with amendments. S. Report No. 1407. Print of bill and report.
May 26, 1960	Senate passed over S. 3044.
June 2, 1960	House passed H. R. 10572 with amendments.
June 3, 1960	H. R. 10572 was placed on the Senate calendar. Print of bill.
June 8, 1960	Senate passed H. R. 10572 without amendment. S. 3044 indefinitely postponed due to passage of H. R. 10572.
June 12, 1960	Approved: Public Law 86-517.

1. The first of the two main groups of the human race, the Caucasoid, is characterized by a high forehead, light skin, and light hair.	1871, 1, 1, 1871
2. The second group, the Mongoloid, is characterized by a lower forehead, darker skin, and darker hair.	1871, 1, 1, 1871
3. The third group, the Negroid, is characterized by a very low forehead, very dark skin, and very dark hair.	1871, 1, 1, 1871
4. The fourth group, the Australoid, is characterized by a very low forehead, very dark skin, and very dark hair.	1871, 1, 1, 1871
5. The fifth group, the Melanoid, is characterized by a very low forehead, very dark skin, and very dark hair.	1871, 1, 1, 1871
6. The sixth group, the Negroid, is characterized by a very low forehead, very dark skin, and very dark hair.	1871, 1, 1, 1871
7. The seventh group, the Australoid, is characterized by a very low forehead, very dark skin, and very dark hair.	1871, 1, 1, 1871
8. The eighth group, the Melanoid, is characterized by a very low forehead, very dark skin, and very dark hair.	1871, 1, 1, 1871
9. The ninth group, the Negroid, is characterized by a very low forehead, very dark skin, and very dark hair.	1871, 1, 1, 1871
10. The tenth group, the Australoid, is characterized by a very low forehead, very dark skin, and very dark hair.	1871, 1, 1, 1871
11. The eleventh group, the Melanoid, is characterized by a very low forehead, very dark skin, and very dark hair.	1871, 1, 1, 1871
12. The twelfth group, the Negroid, is characterized by a very low forehead, very dark skin, and very dark hair.	1871, 1, 1, 1871
13. The thirteenth group, the Australoid, is characterized by a very low forehead, very dark skin, and very dark hair.	1871, 1, 1, 1871
14. The fourteenth group, the Melanoid, is characterized by a very low forehead, very dark skin, and very dark hair.	1871, 1, 1, 1871
15. The fifteenth group, the Negroid, is characterized by a very low forehead, very dark skin, and very dark hair.	1871, 1, 1, 1871
16. The sixteenth group, the Australoid, is characterized by a very low forehead, very dark skin, and very dark hair.	1871, 1, 1, 1871
17. The seventeenth group, the Melanoid, is characterized by a very low forehead, very dark skin, and very dark hair.	1871, 1, 1, 1871
18. The eighteenth group, the Negroid, is characterized by a very low forehead, very dark skin, and very dark hair.	1871, 1, 1, 1871
19. The nineteenth group, the Australoid, is characterized by a very low forehead, very dark skin, and very dark hair.	1871, 1, 1, 1871
20. The twentieth group, the Melanoid, is characterized by a very low forehead, very dark skin, and very dark hair.	1871, 1, 1, 1871

DIGEST OF PUBLIC LAW 86-517

MANAGEMENT OF FORESTS FOR MULTIPLE USE AND SUSTAINED YIELD.

Directs that the national forests be administered for sustained yield of their several products and services.

Directs that the national forests be developed under multiple-use principles, and declares it to be congressional policy that they are established and shall be administered for outdoor recreation, range, timber, watershed, and wildlife and fish values. Authorizes cooperation with interested State and local governmental agencies and others in the development and management of the national forests.

86TH CONGRESS
2D SESSION

S. 3044

IN THE SENATE OF THE UNITED STATES

FEBRUARY 16 (legislative day, FEBRUARY 15), 1960

Mr. ELLENDER (by request) introduced the following bill; which was read twice and referred to the Committee on Agriculture and Forestry.

A BILL

To authorize and direct that the national forests be managed under principles of multiple use and to produce a sustained yield of products and services, and for other purposes.

1 *Be it enacted by the Senate and House of Representa-*
2 *tives of the United States of America in Congress assembled,*
3 That it is the policy of the Congress that the national forests
4 are established and shall be administered for outdoor recrea-
5 tion, range, timber, watershed, and wildlife and fish pur-
6 poses. Nothing herein shall be construed to affect the
7 authority of the Secretary of the Interior provided by law
8 with respect to mineral resources.

9 SEC. 2. The Secretary of Agriculture is authorized and
10 directed to develop and administer the renewable surface

1 resources of the national forests for multiple use and sustained
2 yield of the several products and services obtained there-
3 from. In the administration of the national forests due
4 consideration shall be given to the relative values of the
5 various resources in particular areas.

6 SEC. 3. In the effectuation of this Act the Secretary
7 of Agriculture is authorized to cooperate with interested
8 State and local governmental agencies and others in the
9 development and management of the national forests.

A BILL

To authorize and direct that the national forests be managed under principles of multiple use and to produce a sustained yield of products and services, and for other purposes.

By Mr. ELLENDER

FEBRUARY 16 (legislative day, FEBRUARY 15), 1960
Read twice and referred to the Committee on
Agriculture and Forestry

86TH CONGRESS
2D SESSION

H. R. 10572

IN THE HOUSE OF REPRESENTATIVES

FEBRUARY 22, 1960

Mr. GRANT introduced the following bill; which was referred to the Committee on Agriculture

A BILL

To authorize and direct that the national forests be managed under principles of multiple use and to produce a sustained yield of products and services, and for other purposes.

1 *Be it enacted by the Senate and House of Representa-*
2 *tives of the United States of America in Congress assembled,*

3 That it is the policy of the Congress that the national forests
4 are established and shall be administered for outdoor recrea-
5 tion, range, timber, watershed, and wildlife and fish purposes.

6 Nothing herein shall be construed to affect the authority of
7 the Secretary of the Interior provided by law with respect
8 to mineral resources.

9 SEC. 2. The Secretary of Agriculture is authorized and
10 directed to develop and administer the renewable surface re-

1 sources of the national forest for multiple use and sustained
2 yield of the several products and services obtained there-
3 from. In the administration of the national forests due con-
4 sideration shall be given to the relative values of the various
5 resources in particular areas.

6 SEC. 3. In the effectuation of this Act the Secretary
7 of Agriculture is authorized to cooperate with interested
8 State and local governmental agencies and others in the
9 development and management of the national forests,

Referred to the Committee on Agriculture

(Approved May 1881)

1/2 1/2 (1881)

For the purpose of the Act of March 3, 1879, relating to the sale of the public lands, the following provisions are hereby enacted: That the Secretary of the Interior be and he do cause to be made a survey of the public lands in the State of California, and the same to be sold in accordance with the provisions of the Act of March 3, 1879, relating to the sale of the public lands.

A BILL

A BILL

To authorize and direct that the national forests be managed under principles of multiple use and to produce a sustained yield of products and services, and for other purposes.

By Mr. GRANT

FEBRUARY 22, 1960

Referred to the Committee on Agriculture

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OFFICE OF
BUDGET AND FINANCE

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HIGHLIGHTS: Senate agreed to conference report on special milk bill. Sen. Symington criticized USDA grain storage policies. Sen. Smathers urged reassessment of sugar quotas for Cuba. Senate passed bill to expand authority to make additional loans for watershed protection. House committee reported independent offices appropriation bill. House subcommittee voted to report bill for multiple use management of national forests. Sen. Ellender and other Senators and Reps. Boggs and Willis introduced and Sen. Ellender discussed sugar bill. Rep. Cooley introduced bill to revise Farmers Home Administration laws. Rep. Schwengel submitted and discussed item veto measures. Rep. Poage introduced and discussed farm program bill.

HOUSE

1. RYUKYU ISLANDS. The Armed Services Committee reported with amendment H. R. 1157, to provide for the promotion of economic and social development in the Ryukyu Islands (H. Rept. 1517). p. 7508
2. APPROPRIATIONS. The Appropriations Committee reported without amendment H. R. 11776, the independent offices appropriation bill for 1961 (H. Rept. 1519). p. 7508
3. CHICORY; IMPORTS. Agreed to the Senate amendment to H. R. 9307, to continue for two years the existing suspension of import duty on certain alumina and bauxite.

This amendment extends for 90 days (until July 16, 1960) the existing suspension of import duty on crude chicory and the reduction in duty on ground chicory (p. 7496). This bill will now be sent to the President.

4. FORESTRY. The Forests Subcommittee of the Agriculture Committee voted to report (but did not actually report) H. R. 10572, to direct that the national forests be managed under principles of multiple use and to produce a sustained yield of products and services. p. D310
5. TRANSPORTATION. Both Houses received from GSA proposed legislation "to amend the Interstate Commerce Act in order to provide civil liability for violations of such act by common carriers by motor vehicle and freight forwarders"; to Interstate and Foreign Commerce Committees. pp. 7436, 7508
6. LEGISLATIVE PROGRAM. Rep. Albert stated that the program for Apr. 19 would include calling of the Consent Calendar, consideration (under suspension of rules) of H. R. 8074, the agricultural attache rotation bill, and the independent offices appropriation bill for 1961. On Wed. and for the balance of the week, he said, the House will consider the mutual security authorization bill. pp. 7496-7
7. ADJOURNED until Mon., Apr. 18. p. 7508

SENATE

8. SPECIAL MILK PROGRAM. Received and agreed to the conference report on H. R. 9331, the special milk bill (pp. 7452-3). As agreed to the bill increases by \$4 million (to \$85 million) for the fiscal year 1960, and by \$11 million (to \$95 million) for the fiscal year 1961, the maximum amount of CCC funds which may be used for the special milk program, and authorizes to be appropriated for the fiscal year 1961, separate from any other appropriation of funds for CCC, such amount as may be deemed to be necessary to reimburse CCC for amounts advanced for the special milk program.
9. GRAIN STORAGE. Sen. Symington criticized the Department's grain storage operations, contended that "unless and until, the Department of Agriculture has the same type and character of cost information about grain storage that any businessman has about his costs, the grain storage program can never be handled with fairness and efficiency," and listed several types of information he hopes to obtain regarding grain storage operations. pp. 7453-4
10. SUGAR. Sen. Smathers criticized recent activities in Cuba and urged a re-assessment of "the preferential sugar quota for the Cuban Government" which "gives to Cuba in the neighborhood of \$375 million a year." pp. 7446-7
11. WATERSHED PROJECTS. Passed with amendments H. R. 4781, to make the provisions of the Watershed Protection and Flood Prevention Act applicable to the 11 major watershed projects included in the watershed improvement programs authorized by the Flood Control Act of 1944. (p. 7461) The committee report on the bill states that the purpose of one of the amendments "is designed to make clear the committee's intention that all appropriations for both works of improvement and loans in connection with the 11 watershed programs shall be carried in the same appropriation item, separate from the appropriation item applicable to the Watershed Protection and Flood Prevention Act."

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HIGHLIGHTS: House passed mutual security authorization bill. House committee voted to report bills on multiple use management of national forests, and revision of Farmers Home Administration laws. Senate committee reported Treasury-Post Office appropriation bill. Senator Humphrey criticized administration's management of food-for-peace program.

HOUSE

1. **MUTUAL SECURITY.** By a vote of 243 to 130, passed with amendments H. R. 11510, the mutual security authorization bill (pp. 7902-39). Rejected an amendment by Rep. Wolf, by a vote of 46 to 93, which would have authorized the President to furnish without charge to the United Nations CCC surplus foods for use in underdeveloped countries (pp. 7920-5); and an amendment by Rep. Gross, 60 to 101, which would have provided that not less than 25 percent of mutual security funds would be used to purchase and make available to needy peoples surplus agricultural commodities produced in the U. S. (pp. 7930-1). (Also see pp. A3471-3)
2. **FARM LOANS; FORESTRY.** The Agriculture Committee voted to report (but did not actually report) the following bills: ~~H. R. 11761, to simplify, consolidate, and improve the authority of the Secretary of Agriculture with respect to Farmers Home Administration loans to farmers and ranchers; and H. R. 10572, with amendment, to authorize and direct that the national forests be managed under principles of multiple use and to produce a sustained yield of products and services.~~ p. D329

3. ROADS. The Public Works Committee reported with amendment H. R. 10495, to authorize appropriations for the fiscal years 1962 and 1963 for the construction of certain highways (as introduced the bill included authorizations for forest highways and forest development roads and trails) (H. Rept. 1546). p. 7968
4. RECLAMATION; IRRIGATION. Passed without amendment S. J. Res. 150, to permit the Secretary of the Interior to continue to deliver water to lands in the 3d Division, Riverton Federal Reclamation project, Wyoming. This measure will now be sent to the President. pp. 7901-2
5. PERSONNEL; COMPENSATION. A subcommittee of the Judiciary Committee voted to report to the full committee H. R. 4271, to validate the salary overpayments made to certain Federal Employees Salary Increase Act of 1955 which were based upon erroneously retroactive wage increases administratively granted in addition to the retroactive salary adjustments authorized under the Act. p. D330
6. COMMERCE APPROPRIATION BILL, 1961. Permission was granted the conferees to file a conference report by midnight Thurs., Apr. 21, on this bill, H. R. 10234. p. 7891
7. COLOR ADDITIVES. The "Daily Digest" states that Secretary Flemming, HEW, who was scheduled to appear before the Interstate and Foreign Commerce Committee "on color additives legislation Friday, April 22, will be heard at a later date." pp. D329-30
8. LEGISLATIVE PROGRAM. Rep. McCormack announced that the legislative program for next week was undetermined. p. 7925
9. ADJOURNED until Mon., Apr. 25. p. 7968

SENATE

10. APPROPRIATIONS. The Appropriations Committee reported with amendments H. R. 10569, the Treasury-Post Office appropriation bill for 1961 (S. Rept. 1282). p. 7858
11. WILDLIFE; RESEARCH. The Interstate and Foreign Commerce Committee reported with amendments S. 1781, to provide for cooperative research and training programs for fish and wildlife resources (S. Rept. 1285). p. 7858
12. SURPLUS FOOD. Sen. Humphrey commended the appointment of Don Paarlberg "as the Food for Peace Administrator," and stated that "I want this Record to note that the administration bitterly opposed that provision in the International Food for Peace Act, S. 1711 ..., " and that "the administration's witnesses appeared before two committees, ... and strongly opposed any change whatsoever in the administrative management of our so-called surplus food program." pp. 7886-7
Sen. Humphrey inserted his address in which he criticized this Department's refusal to put into operation the pilot food stamp plan and stated that he will "press for enactment" of his proposed bill to establish a mandatory food stamp plan. pp. 7887-9
13. SUGAR. Sens. Dworshak, McNamara, Moss, Allott, and McGee were added as additional cosponsors of S. 3361, to amend and extend the Sugar Act of 1948, as amended. p. 7859

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(For Department
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Issued April 26, 1960
For actions of April 25, 1960
86th-2d, No. 74

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HIGHLIGHTS: Senate committee reported mutual security authorization bill. Senate passed Treasury-Post Office appropriation bill. House committee reported bill for multiple use management of national forests. Senator Ellender introduced user charges bill.

HOUSE

1. FORESTRY. The Agriculture Committee reported with amendment S. R. 10572, to direct that the national forests be managed under principles of multiple use and sustained yield (H. Rept. 1551). p. 8049
2. WATER RESOURCES. The Interior and Insular Affairs Committee reported with amendment H. R. 10513 permitting Kans. and Nebr. to negotiate and enter into a compact relating to apportionment of the waters of the Big Blue River and its tributaries as they affect such States (H. Rept. 1550). p. 8049
3. YOUTH CONSERVATION CORPS. Rep. Johnson, Colo., urged favorable committee action at an early date on S. 812, to establish a Youth Conservation Corps. p. 8037
4. FOREST ROADS. As reported by the Public Works Committee (see Digest 73) H. R. 10495, the Federal highway construction bill for 1960, contains an item of \$35,000,000 for forest development roads and trails for the fiscal year 1963.

SENATE

5. MUTUAL SECURITY. The Foreign Relations Committee reported with amendment (Apr. 22, during adjournment) S. 3058, the mutual security authorization bill (S. Rept. 1286). p. 7971
6. EXPORT CONTROL. The Banking and Currency Committee reported without amendment H. R. 10550, to extend the Export Control Act of 1949 for two additional years, until June 30, 1962 (S. Rept. 1287). p. 7972
7. PERSONNEL. The Post Office and Civil Service Committee reported the following bills: p. 7972
S. 2575, with amendment, to provide a health benefits program for certain retired employees of the Government (S. Rept. 1288).
H. R. 8241, with amendment, to amend the Civil Service Retirement Act so as to set terms, conditions, and computation of annuities for retired Members of Congress who are reemployed by the Federal Government (S. Rept. 1289).
8. TREASURY-POST OFFICE APPROPRIATION BILL, 1961. By a vote of 75 to 0, passed with amendments this bill, H. R. 10569. Conferees were appointed. pp. 8001, 8003-13
9. SUGAR. Sen. Church submitted an amendment he intends to propose to S. 3361, to extend the Sugar Act. He explained that the proposed amendment would reassign to our domestic sugar producers the Cuban quota of the annual growth increment, and that the "Secretary of Agriculture would be required to give to new and small producers a preference as to any increased acreage resulting from this reassignment." pp. 7980-1
Sen. Bennett requested that his name be added to the list of cosponsors of S. 3361, the Ellender sugar bill, stating that the provisions of this bill and his own bill, S. 3210, were acceptable to him, and that he had "been given assurance that either would be entirely acceptable to the men who must administer the act and use the powers." p. 8026
10. WILDERNESS AREAS. Sen. Bennett expressed his support for the proposed substitute bill by Sens. O'Mahoney and Allott for S. 1123, the wilderness preservation bill, stating his fear that the original bill as introduced "would give executive branch bureaucratic zealots with a wilderness monomania the unfettered power to invade and lock up forever vast stretches of our public domain," and inserted his statement discussing the bill. pp. 8026-8
11. WATERSHED; BUDGET. Sen. Allott inserted the address of Budget Bureau Director Stans at the National Watershed Congress discussing "the relationship of the Federal and local governments in the watershed program, and the needs for proper use and development of our natural resources," and several newspaper items commenting on the Stans address. pp. 8017-9
12. APPROPRIATIONS. Sen. Byrd, Va., inserted a "current box score on appropriations before Congress this year," which was prepared by the Tax Foundation, Inc. pp. 8022-3
13. SURPLUS COMMODITIES; STOCKPILE. Sen. Byrd, Va., submitted the monthly report of the Joint Committee on Reduction of Nonessential Federal Expenditures on Federal stockpile inventories under this Department, GSA, and OCDM. pp. 7972-8

ADMINISTRATION OF NATIONAL FORESTS FOR MULTIPLE USE AND SUSTAINED YIELD

APRIL 25, 1960.—Committed to the Committee of the Whole House on the
State of the Union and ordered to be printed

Mr. COOLEY, from the Committee on Agriculture, submitted the
following

R E P O R T

[To accompany H.R. 10572]

The Committee on Agriculture, to whom was referred the bill (H.R. 10572) to authorize and direct that the national forests be managed under principles of multiple use and to produce a sustained yield of products and services, and for other purposes, having considered the same, report favorably thereon with amendments and recommend that the bill do pass.

The amendments are as follows:

Page 1, line 5, following the first sentence of the bill add the following new sentence:

The purposes of this Act are declared to be supplemental to, but not in derogation of, the purposes for which the national forests were established as set forth in the Act of June 4, 1897 (16 U.S.C. 475).

Page 1, line 8, strike out the period at the end of section 1 and add "or the national park system."

Page 2, line 1, strike out "forest" and insert "forests".

PURPOSE OF THE BILL

The purpose of this bill is to provide a direction to the Secretary of Agriculture to administer the national forests for multiple use and sustained yield of their several products and services. It would name in a single statute the renewable surface resources for which the national forests are established and shall be administered.

In the effectuation of the act, the Secretary of Agriculture would be authorized "to cooperate with State and local agencies and others."

The expression of authority in the bill "to cooperate with State and local agencies and others" should be construed as encouragement to the Secretary of Agriculture to stimulate State and local agencies and others to cooperate in the development and management of the national forests, particularly where benefits to the local community and local use are great.

It is made clear that nothing in the bill would affect the authority which the Secretary of the Interior has with respect to the mineral resources in the national forest lands. Thus, the bill would not impair mining operations and activities under the authorities which the Secretary of the Interior has with respect to such mineral resources.

Although the bill lists wildlife and fish among the purposes for which the national forests are established and administered, it should be understood that the enactment of this bill would not in any way affect the jurisdiction or responsibilities of the several States and their wildlife and fish agencies with respect to wildlife and fish on the national forests.

NEED FOR THE LEGISLATION

The bill was submitted to the House by executive communication No. 1804 and referred to the Committee on Agriculture. Hearings were held by the Forests Subcommittee on March 16 and 18, 1960, on this bill and 52 identical or similar bills. Many witnesses were heard and many statements and communications were received by the committee. There was widespread support for, and no expressed opposition to, the principle that the national forests should be administered for multiple use and sustained yield. A number of helpful suggestions and comments were made. There was some opposition to the suggestion that timber and watershed do not and should not have priorities in the establishment and administration of the national forests. The committee believes that, with the amendment made to section 1 of the bill by the committee, there would be no objection to the enactment of the bill as amended.

On the same day that the administration of the national forests was given to the Secretary of Agriculture by the act of February 1, 1905 (16 U.S.C. 472), Secretary of Agriculture Wilson directed that questions of policy in their management should be decided from the standpoint of "the greatest good of the greatest number in the long run." Enactment of the bill would continue this policy. The administration of the national forests has long been under the policies of multiple use and sustained yield. Although there is no question as to the authority to so administer the national forests, there are four basic reasons for the enactment of this bill: (1) There should be a statutory directive to administer the national forests under sustained yield; (2) there should be a similar directive to administer the national forests for multiple use; (3) all the renewable surface resources for which the national forests are established and shall be administered should be named in a single statute; and (4) enactment would help to implement the program for the national forests sent to the Congress in March of 1959, and unanimously approved by this committee by a resolution adopted August 4, 1959.

The Act of June 4, 1897 (30 Stat. 35), refers both to watersheds and timber as purposes for which the national forests are established. Through the years by a number of congressional enactments, in-

cluding appropriations for carrying out specific activities and functions, through court decisions, and through policy directives and statements, the management of the national forests under the principle of multiple use has been thoroughly recognized and accepted. The application of the principle of sustained-yield management has also been thoroughly established. It is thus desirable that the Secretary of Agriculture have a directive to administer the national forests under the dual principles of multiple use and sustained yield.

"Multiple use," as followed by the Forest Service, means the management of all the various renewable surface resources of the national forests so that they are utilized in the combination that will best meet the needs of the American people. It means making the most judicious use of the land for some or all of these resources or related services over areas large enough to provide sufficient latitude for periodic adjustments in use to conform it to changing needs and conditions. It does not mean using every acre of land for all of the various uses; nor does it preclude managing some areas for less than all uses when necessary. Nor does it necessarily mean the combination of uses that will give optimum dollar returns or optimum unit output. Rather, it means harmonious and coordinated management of the various resources each with the other without impairment of the productivity of the land.

Sustained yield of the several products and services of the national forests means the achievement and maintenance in perpetuity of a high-level annual or regular periodic output of the various renewable resources without impairment of the productivity of the land.

The national forests yield to the Nation invaluable benefits from all of the resources enumerated in the bill. One of the basic concepts of multiple use is that all of these resources in general are entitled to equal consideration, but in particular or localized areas relative values of the various resources will be recognized. The order in which the resources are listed in the bill is not to be construed as indicating any priority of one of the resources over another. The listing is merely alphabetical.

In practice, the priority of resource use will vary locality by locality and case by case. In one locality timber use might dominate; in another locality use of the range by domestic livestock; in another outdoor recreation or wildlife might dominate. Thus, in particular localities the various resource uses might be given priorities because of particular circumstances. This is the meaning of the last sentence of section 2 of the bill. But no resource would be given a statutory priority over the others. The bill would neither upgrade nor downgrade any resource.

The enumeration of the resources in the bill is by broad categories. They include all of the various segments that go to make up the broad categories. The enumeration of these five broad categories is by resources rather than by uses but is not to be construed as indicating that any recognized or authorized use of the national forests is to be prohibited and not to be continued. Outdoor recreational use, for example, may include the establishment and protection of "wilderness," "wild," and "canoe" areas and the issuing of both public and private special use and occupancy permits, such as has been the policy with respect to the national forests in the past.

Conflict.
Optimum
is in consideration
of favorable
growth +
development
of optimum

In March of 1959 there was transmitted to the Congress the program for the national forests. That program embraces all of the renewable resources of the national forest system and outlined both an interim program for the next 10 to 15 years and long-range objectives for the next 40 years. This program is referred to as "Operation Multiple Use." It is a truly multiple-use program which has been specifically approved by this committee. Enactment of this bill would contribute significantly to the achievement of these national forest program objectives and would help to assure the balanced development and use of national forest resources.

COST

Enactment of the bill would entail no additional costs.

COMMITTEE AMENDMENTS

The addition of the sentence to follow the first sentence in section 1 is to make it clear that the declaration of congressional policy that the national forests are established and shall be administered for the purposes enumerated is supplemental to, but is not in derogation of, the purposes of improving and protecting the forest or for securing favorable conditions of water flows and to furnish a continuous supply of timber as set out in the cited provision of the act of June 4, 1897. Thus, in any establishment of a national forest a purpose set out in the 1897 act must be present but there may also exist one or more of the additional purposes listed in the bill. In other words, a national forest could not be established just for the purpose of outdoor recreation, range, or wildlife and fish purposes, but such purposes could be a reason for the establishment of the forest if there also were one or more of the purposes of improving and protecting the forest, securing favorable conditions of water flows, or to furnish a continuous supply of timber as set out in the 1897 act. It is also clear that the Secretary of Agriculture shall administer the national forests for all of their renewable natural resources, and none of these resources is given a statutory priority over the others.

The amendment at the end of the first section makes it clear that nothing in this bill is to be construed as affecting the administration of the national park system nor are the policies of multiple use and sustained yield to be regarded, by virtue of this legislation, as in any way applicable to the national park system.

DEPARTMENTAL APPROVAL

Enactment of this legislation was recommended by the Department of Agriculture in executive communication No. 1804, text of which follows:

DEPARTMENT OF AGRICULTURE,
Washington, D.C., February 5, 1960.

The SPEAKER,
House of Representatives.

DEAR MR. SPEAKER: There is transmitted herewith for consideration of the Congress a draft bill to authorize and direct that the national forests be managed under principles of multiple use and to produce a sustained yield of products and services, and for other purposes.

This Department recommends enactment of the draft bill.

The recommended bill would direct the Secretary of Agriculture to administer the national forests for multiple use and sustained yield of their several products and services. It would recognize that the national forests provide watershed, timber, range, outdoor recreation, and fish and wildlife values, and would declare that it is the policy of the Congress that the national forests are established and are to be administered for such purposes. The Secretary of Agriculture would be further authorized to cooperate with State and local agencies in national forest development.

The national forests of the United States are invaluable national assets, consisting of forest and range lands and high mountain watersheds occurring in 41 States and Puerto Rico. There are 181 million acres of national forest land grouped into 151 national forests.

The national forests yield water, timber, forage, recreation, game, and other wildlife. The timber, forage, and land alone are appraised at well over \$7 billion. More than half of the commercial forest land in the West occurs on the national forests. One-third of the Nation's big game is found within their boundaries. One-fifth of the Nation's sheep and one-eighth of the Nation's cattle graze national forest ranges.

Many millions of people seek the national forests each year for rest, relaxation, and spiritual uplift. Recreationwise, the national forests are increasing in importance because of more leisure time, greater mobility of the average family, increased accessibility of the the national forests, and the relatively low cost of a national forest vacation.

National forests are major sources of water for 1,800 towns and cities, including major western metropolitan areas. Over 600 hydro-electrical developments depend on the national forests for water. They will continue their indispensable role as regulators of the kind and amount of fresh water available to our people.

Current annual national forest revenues are about \$120 million, of which the States and counties receive one-fourth.

In March 1959, Secretary Benson transmitted to you and the President of the Senate, a "Program for the National Forests," embracing all of the renewable resources of the national forest system, and outlining both an interim program for the next 10 to 15 years, as well as long-range objectives for the next 40 years. That report indicated that legislative authorities for the recommended national forest program were generally adequate, but that supplemental legislation would be proposed as the need arose. The draft bill recommended herein falls in that category. It would contribute significantly to the achievement of national forest program objectives, would help to assure the balanced development and use of national forest resources, and would prevent their possible future overutilization as a result of economic and single-interest pressures.

The draft bill, if enacted, would be major legislation insofar as the objectives and purposes of the national forests are concerned.

The bill would do the following significant things:

- (1) Direct that the national forests be administered for sustained yield of their several products and services.

- (2) Direct that they be developed under multiple-use principles, and declare a congressional policy that they are established and shall be administered for watershed, timber, range, outdoor recreation, and fish and wildlife values.

(3) Authorize cooperation with other groups in national forest development.

The national forests have long been administered under the policies of multiple use and sustained yield. The Department does not believe there is any question as to its authority to so manage the national forests, and the recommendation that this draft bill be enacted should not be so construed.

The act of June 4, 1897 (30 Stat. 35), specifies that one of the purposes for which national forests are established is "to furnish a continuous supply of timber." That act also provides that the Secretary "regulate their occupancy and use, and preserve the forests thereon from destruction." In line with the above, the regulations of the Secretary of Agriculture (36 CFR 221.3) direct that "management plans for national forest timber resources shall * * * be based on the principle of sustained yield * * *." Within the framework of this regulation, the Forest Service manual defines the principle of sustained yield and states "the policy is to manage each national forest working circle so that it will produce the maximum sustained yield of the products it is best suited to grow." This has been the guiding conservation principle under which national forest timber resources have been managed for years. We feel the principle to be highly desirable and certainly within the framework of applicable statutory provisions.

However, other than the above and the sustained-yield unit act of 1944 (58 Stat. 132), which is of limited and local application, there is no specific statutory recognition or directive to administer national forest resources on a sustained-yield basis. Furthermore, the references above cited relate only to timber, whereas all of the renewable resources of the national forests should be, and are being, administered under sustained-yield principles. In addition, in 1958 during congressional consideration of S. 3051 relating to the Klamath Indian Reservation, the language in the 1897 act to "furnish a continuous supply of timber" was suggested by some to be less impelling than sustained yield.

In summary, we are strongly of the opinion that the Secretary of Agriculture should be directed to administer the national forests for sustained yield of its several products and services because (a) this would give specific statutory recognition to sustained yield as a desirable principle of management; (b) it would apply the concept of sustained yield not only to timber but also to the other renewable national forest resources; and (c) such legislation would protect national forest resources from possible overutilization in the future as a result of economic pressures or those of single-interest groups.

With respect to the provisions for multiple use in the draft bill, there exists at the present time no specific statutory provision for multiple-use national forest management. Two of the several national forest resources; namely, water and timber, are named in the act of June 4, 1897, as purposes for which the national forests shall be established. The utilization of national forest grazing resources by livestock is specifically recognized in several sections of the act of April 24, 1950 (64 Stat. 82), as well as in Supreme Court decisions and numerous appropriation acts. The authority to administer recreation and wildlife habitat resources of the national forests has been recognized in numerous appropriation acts and comes from the authority

contained in the act of June 4, 1897, to regulate the "occupancy and use" of the national forests.

On February 1, 1905, the same day that the President signed the act transferring the then forest reserves (now national forests) from the Department of the Interior to the Department of Agriculture, the Secretary of Agriculture by letter directed the Forest Service to administer the lands for "permanent use," for "permanent good of the whole people," and for "permanence of the resources." This directive mentioned the water, wood, and forage resources, and directed that questions of policy should be decided from the standpoint of "the greatest good of the greatest number in the long run." The secretarial directive of 1905 by its references to several resources, to permanence, to use, and to good of the whole people, and by the use of the phrase last cited, laid the groundwork, and was the genesis, for both the sustained-yield and multiple-use policies which have been followed for so many years.

Nevertheless, we believe it to be timely and highly desirable to have a statutory recognition of the multiple-use objectives of the national forests, and to have each of the five major renewable resources referred to specifically and in the same statute as is done in the draft bill.

The order in which the resources or uses are enumerated in the bill is merely alphabetical and has no significance insofar as the relative priority of one resource to another. One of the basic concepts of multiple use is that all of the named resources in general are of equal priority, but the relative values of the various resources on particular or localized areas, and viewed in the broadest public sense, will be considered in the administrative application of management plans.

Statutory recognition of multiple use would serve not only to recognize each of the resources named in the bill but also as a protection against advocates of single use. With the growing value of national forest resources, their accelerated use and increased accessibility, the pressures for single use of specific national forest areas are growing tremendously.

The authority contained in the bill to cooperate with State and local governmental agencies and others in development of the national forests would not be new authority. There are several authorities under which the Department now cooperates in such development, including the act of March 4, 1913 (37 Stat. 828, 843; 16 U.S.C. 501) the act of June 30, 1914 (38 Stat. 415, 430; 16 U.S.C. 498), and section 205 of title 23 of the United States Code. Cooperation with such State and local agencies has been underway for many years on many national forests and in many ways. Inclusion of such language in the draft legislation would be a statement of congressional policy urging even more cooperation in the future and would be in accord with the general policy of the administration to encourage the development of publicly owned national resources in collaboration with non-Federal public agencies. It would not supersede existing cooperative authority.

Enactment of this legislation would not increase costs of managing or developing the national forests. It would help to assure attainment of the long-range national forest objectives described in the program for the national forests referred to above.

A similar letter is being sent to the President of the Senate.

The Bureau of the Budget advises that there is no objection to the submission of the proposed legislation to the Congress for its consideration.

Sincerely yours,

(S) E. L. PETERSON, *Acting Secretary*.

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86TH CONGRESS
2D SESSION

H. R. 10572

[Report No. 1551]

IN THE HOUSE OF REPRESENTATIVES

FEBRUARY 22, 1960

Mr. GRANT introduced the following bill; which was referred to the Committee on Agriculture

APRIL 25, 1960

Reported with amendments, committed to the Committee of the Whole House on the State of the Union, and ordered to be printed

[Omit the part struck through and insert the part printed in italic]

A BILL

To authorize and direct that the national forests be managed under principles of multiple use and to produce a sustained yield of products and services, and for other purposes.

1 *Be it enacted by the Senate and House of Representa-*
2 *tives of the United States of America in Congress assembled,*
3 That it is the policy of the Congress that the national forests
4 are established and shall be administered for outdoor recrea-
5 tion, range, timber, watershed, and wildlife and fish purposes.
6 *The purposes of this Act are declared to be supplemental to,*
7 *but not in derogation of, the purposes for which the national*
8 *forests were established as set forth in the Act of June 4,*
9 *1897 (16 U.S.C. 475). Nothing herein shall be construed*
10 to affect the authority of the Secretary of the Interior pro-

1 vided by law with respect to mineral resources *or the Na-*
2 *tional Park System.*

3 SEC. 2. The Secretary of Agriculture is authorized and
4 directed to develop and administer the renewable surface re-
5 sources of the national ~~forest~~ *forests* for multiple use and sus-
6 tained yield of the several products and services obtained
7 therefrom. In the administration of the national forests due
8 consideration shall be given to the relative values of the var-
9 ious resources in particular areas.

10 SEC. 3. In the effectuation of this Act the Secretary
11 of Agriculture is authorized to cooperate with interested State
12 and local governmental agencies and others in the develop-
13 ment and management of the national forests.

A BILL

To authorize and direct that national forests be managed under principles of multiple use and to produce a sustained yield of products and services, and for other purposes.

By Mr. GRANT

FEBRUARY 22, 1960

Referred to the Committee on Agriculture

APRIL 25, 1960

Reported with amendments, committed to the Committee of the Whole House on the State of the Union, and ordered to be printed

May 4, 1960

SENATE

10. COMMERCE APPROPRIATION BILL FOR 1961. Receded from its amendment to this bill, H. R. 10234, to prohibit free or reduced-rate transportation of Federal employees by American vessels. The conference report was agreed to May 3 (see Digest No. 80). This bill will now be sent to the President. pp. 8699-704
11. TAMPICO-FIBER IMPORTS. Passed without amendment H. R. 9861, to continue for a temporary period the existing suspension of duty on certain istle and tampico fibers. This bill will now be sent to the President. p. 8712
12. TRANSPORTATION. Passed as reported S. 2452, to permit the establishment of through service and joint rates for carriers serving Alaska or Hawaii and the other States and to establish a joint board to review such rates. pp. 8712-7
13. GRAPES AND PLUMS. Passed as reported S. 1857, to establish minimum standards on grapes and plums in foreign commerce. pp. 8717-8
14. FISH AND WILDLIFE. Passed as reported S. 1781, to continue the authority, now contained in appropriation acts, of the Secretary of the Interior to enter into cooperative agreements with colleges and universities, game and fish departments of the States and territories, and with nonprofit organizations relating to cooperative research units. pp. 8721-2
15. PLANT PATENTS. Passed without amendment S. 1447, to eliminate the exclusion of tuber propagated plants from being patented. Following passage, Sen. Frear inserted a report containing this Department's reasons for not favoring the bill. pp. 8711-2
16. FOREIGN TRADE; SURPLUS COMMODITIES. Sens. Schoepel and Cooper commended the new agreement between the United States and India, negotiated under title I, Public Law 480, which provides for sizeable increased food supply for India and stockpiling of wheat and rice as a buffer against famine. pp. 8684, 8723-4
Sen. Schoepel commended the use of surplus agricultural commodities for expansion of world trade. p. 8684
17. FARM PROGRAM. Sen. Carlson inserted a resolution adopted by a Kans. Farmers Union local petitioning Congress for certain changes in the present wheat program. p. 8675
18. NATIONAL PARKS. Sen. Moss submitted an amendment, in the nature of a substitute, intended to be proposed by him, to S. 2894, to authorize the Secretary of the Interior to establish the Great Salt Lake National Park, Utah. p. 8678
19. CONSERVATION. Sen. Murray praised the work being done by the Montana Conservation Council, and inserted an article on the benefits from teaching school children to understand and appreciate the value of conservation. pp. 8685-6
20. TRADE FAIR. Sens. Keating and Javits discussed the New York World Trade Fair, inserted a speech by Sen. Javits and articles on this subject, and expressed the hope that the fair would serve to stimulate America's export trade. pp. 8691-3
21. PATENT POLICIES. Sen. Long discussed patent policy and inserted a table, "300 companies and institutions receiving largest amounts of military research and development contracts in the fiscal years 1954-56." pp. 8704-6

22. EXPENDITURES. Sen. Gruening criticized what he called the administration's "double standard" on spending. p. 8707
23. BUILDINGS; WATERSHEDS. Sen. Chavez inserted a list of building projects approved by the Public Works Committee, under the Public Buildings Act of 1959 and a list of watershed projects approved under the Watershed Protection and Flood Prevention Act. pp. 8707-9
24. BUDGET. Sen. Williams, Del., inserted an article by Sen. Butler giving the results of a "Battle of the Budget" questionnaire which he mailed to 5,000 people in which 90% favored a reduced budget and of those favoring a reduced budget 84% favored reductions in agricultural price supports, 41% favored reductions in natural resources spending, and 37% favored reductions in Government expenses. p. 8710
25. AREA REDEVELOPMENT. Sen. Byrd, W. Va., criticized the President for vetoing last year's Senate and House passed area redevelopment bill and calling for legislation on area development in his recent speech. pp. 8726-7
26. FARM CREDIT. The Agriculture and Forestry Committee favorably reported the nominations of Lester Clyde Carter, Ark., and Robert T. Lister, Ore., to be members of the Federal Farm Credit Board, Farm Credit Administration. p. 8734
27. LANDS; FARM CREDIT. The Agriculture and Forestry Committee voted to report (but did not actually report) S. 3070, to remove the restrictions on use with respect to certain lands in Morton County, N. Dak., H. R. 9818, to convey certain real property of the U. S. to the State of Florida, and S. 2977, to amend the Farm Credit Act of 1933 to provide for increased representation by regional banks for cooperatives on the Board of Directors of the Central Bank for cooperatives.
The Committee also approved the following watershed projects: Brush Creek, W. Va.; Huff Creek, S. C.; Tortugas Arroyo, N. Mex.; Vineland Area., Colo.; and White Clay, Brewery, and Whiskey Creeks, Kans. p. D374
The Public Lands Subcommittee of the Interior and Insular Affairs Committee reported to the full committee with amendments S. 1401, to authorize an extension of time for final proof of qualifications of certain entrymen under the desert land laws. p. D375
28. FEED AND SEED. The Agriculture and Forestry Committee defeated, by a vote of 8 to 8, a motion to report H. R. 6861, to provide for a specific contribution by State governments to the cost of feed or seed furnished to farmers, ranchers, or stockmen in disaster areas. p. D374
29. FORESTRY; MULTIPLE USE. The Agriculture and Forestry Committee considered, but took no final action on, S. 3044, directing that the national forests be managed under plans of multiple use. p. D374
30. LEGISLATIVE PROGRAM. Sen. Johnson stated that on Thurs., May 5, and Fri., May 6, the Senate expects to consider the following: H. R. 9862, relating to duties on certain shoe lathes and containing an amendment to extend the suspension of the import duty on casein until June 30, 1963; H. R. 10550, to extend the Export Control Act of 1949 for 2 additional years; S. 2575, to provide a health benefits program for certain retired employees of the Government; H. R. 8241, to amend certain provisions of the Civil Service Retirement Act relating to the reemployment of former Members of Congress; and H. R. 8289, to accelerate the commencing date of civil service retirement annuities. pp. 8733-4

CONSIDERATION OF H.R. 10572

MAY 12, 1960.—Referred to the House Calendar and ordered to be printed

Mr. COLMER, from the Committee on Rules, submitted the following

REPORT

[To accompany H. Res. 527]

The Committee on Rules, having had under consideration House Resolution 527, report the same to the House with the recommendation that the resolution do pass.

○

House Calendar No. 219

86TH CONGRESS
2D SESSION

H. RES. 527

[Report No. 1604]

IN THE HOUSE OF REPRESENTATIVES

MAY 12, 1960

MR. COLMER, from the Committee on Rules, reported the following resolution;
which was referred to the House Calendar and ordered to be printed

RESOLUTION

1 *Resolved*, That upon the adoption of this resolution it
2 shall be in order to move that the House resolve itself into
3 the Committee of the Whole House on the State of the
4 Union for the consideration of the bill (H.R. 10572) to
5 authorize and direct that national forests be managed under
6 principles of multiple use and to produce a sustained yield
7 of products and services, and for other purposes. After gen-
8 eral debate, which shall be confined to the bill, and shall
9 continue not to exceed two hours, to be equally divided and
10 controlled by the chairman and ranking minority member
11 of the Committee on Agriculture, the bill shall be read for
12 amendment under the five-minute rule. At the conclusion

1 of the consideration of the bill for amendment, the Committee
2 shall rise and report the bill to the House with such amend-
3 ments as may have been adopted, and the previous question
4 shall be considered as ordered on the bill and amendments
5 thereto to final passage without intervening motion except
6 one motion to recommit.

House Calendar No. 219

86TH CONGRESS
2D SESSION

H. RES. 527

[Report No. 1604]

RESOLUTION

Providing for the consideration of H.R. 10572,
a bill to authorize and direct that national
forests be managed under principles of
multiple use and to produce a sustained yield
of products and services, and for other pur-
poses.

By Mr. COLMER

MAY 12, 1960

Referred to the House Calendar and ordered to be
printed

RURAL LINES, U.S.A.

The SPEAKER pro tempore. Under the previous order of the House, the gentleman from Illinois [Mr. PRICE] is recognized for 15 minutes.

Mr. PRICE. Mr. Speaker, the Rural Electrification Administration, which celebrates its 25th anniversary today, has published two new booklets telling the history and purpose of its electric and telephone loan programs.

I would like to call these two publications to the attention of my colleagues, for they tell a fascinating story of a revolution in rural America that has not stopped yet.

In keeping with the nonpartisan character of REA, both books are nonpartisan publications. They are complete, accurate, and objective, and they are written so that high school students, as well as adults, can understand them. In addition, both books are profusely illustrated. As a former newspaperman who enjoys a good story, I heartily commend both publications to all of you.

I would like to quote several passages. "Rural Lines, U.S.A.," the story of REA's electric program, begins as follows:

Within the past quarter century 1,053 rural electric systems have been financed with funds borrowed from the Rural Electrification Administration, an agency of the U.S. Department of Agriculture. By 1960, more than half of all the electrified farms in the United States were receiving electric service from REA-financed utilities, along with a sizable number of other rural establishments.

Each of these electric systems, most of which are operated by farmer-owned cooperatives, is pledged to a principle called area coverage, by which it agrees to make a diligent effort to extend service to anyone within a given area who wants it, no matter how remote the farm or ranch. This principle has proved as practical as it is lofty, for during the 25 years since 1935, when REA was created, the percentage of electrified farms in the United States has climbed from a scant 11 percent to around 97 percent. A large number of the farms and ranches in the thinner areas of our Nation receive their electric service from these REA-financed systems. Furthermore, REA borrowers have proved good credit risks, with principal and interest payments to the Government passing the \$1 billion mark by 1960.

Rural Lines, U.S.A. goes on to tell how farmers grew tired of waiting for commercial power companies to build lines to their farms, and how President Franklin D. Roosevelt created REA to help them get electricity on May 11, 1935.

The book describes the efforts of REA's first Administrator, the late Morris L. Cooke, to transform the agency from an unemployment relief program to a full-scale electrification loan program. It tells how the demands of farmers for the right to form their own rural electric cooperatives to borrow funds led to the approval of the Rural Electrification Act of 1936, which was introduced in this Chamber by Speaker of the House SAM RAYBURN.

As the REA program moved into high gear, REA helped develop a new kind of construction.

Rural Lines, U.S.A. recalls:

The cost of building rural lines before REA was between \$1,500 and \$2,000 per mile of line. In thickly settled areas, there were enough people per mile to pay for this ex-

pensive "battleship" construction. In rural areas, however, it was a different story. REA knew that costs would have to be cut if more U.S. farmers were to get electricity and to pay for it.

From the beginning, therefore, REA engineers concentrated on finding new and cheaper ways to build rural lines that were both simple and sturdy. They were enormously successful. By the end of 1936, the agency was able to announce that nine projects had been built in as many States at an average cost of only \$941 per mile of line. By 1939, REA borrowers were building lines for an average of less than \$825 per mile, including overhead.

The REA publication gives the biggest share of the credit for the success of its program to farm leaders in 45 States who unselfishly gave so much time and energy to organizing the hundreds of electric cooperatives.

The book points out that:

As with most new ventures, the hard work of organizing the rural electric cooperatives generally fell to a handful of local farm leaders. It must not be supposed that the co-op idea sold itself to farmers. As a rule the energetic few had to sell the idea to their neighbors.

The organizers faced many difficulties, even after the co-op was formed. Rural Lines, U.S.A. notes:

It seemed to the co-op organizers that they were always selling something. No sooner was the sign-up campaign complete than the easement campaign began.

At the outset of the electric program, REA had decided not to approve the use of loan funds to purchase rights-of-way from members, feeling that payment would be inconsistent with the idea of member-owned cooperatives. As a result, cooperatives had to collect thousands of easements across property, each one signed by the property owner. Some idea of the size of the task is indicated by the fact that co-ops had collected more than 1 million separate easements by 1941.

The job would have been difficult enough had all farmers been agreeable, but many were not. As in the sign-up drive, they had to be sold individually. A number of farmers still had the idea that in signing an easement, they were mortgaging their property to the U.S. Treasury. Others feared that a line of poles would hamper farming operations or attract lightning. Still others didn't like the idea of a pole in the front yard.

In most cases, opposition evaporated when everything was carefully explained. Once a landowner understood that a pole line interfered little if any with farming, that he was protected against damage by insurance carried by the co-op, and that he was not mortgaging his property, he signed. He was made to realize that his neighbors down the road could not have electric service unless he granted his right-of-way.

It goes on to recall the deep emotion with which farm families greeted their first electric lights:

That night—the night the lights came on—was forever after an important date in most farm families, ranking with marriages and births as an anniversary of importance. In countless homes, the lights remained on all night long, with people getting a good look at the rooms—and at each other.

In time, as rural people used more electricity and learned the business of running their cooperatives, it became apparent that the REA program and the co-ops it helped bring into being were

going to write one of the biggest success stories of the 20th century.

As Rural Lines, U.S.A. puts it:

To many people, it appeared that the typical electric cooperative had more than three strikes against it from the start. For one thing, the first officers and directors were amateurs in the utility business. It wasn't only their lack of management experience; they had never even experienced electricity before. The first manager was likely to be short of training, too. Chances are he was a former lineman or a board member. Add to this the thinly populated area served by the typical co-op, and you have a textbook case of an outfit in serious trouble.

So much for the textbooks. While the typical cooperative had its bad days, it turned out in the long run to be an enormously successful organization. Behind that success was an intangible that doesn't show on the balance sheet—enthusiasm. The consumers, the directors, and the co-op employers were sold on electricity. They had waited a long time to get it, and they weren't going to give it up.

The book traces the enormous impact of rural electrification on such agricultural pursuits as dairy farming, poultry production, and stock feeding. It observes that in recent years electricity has attracted thousands of nonfarm people and new rural industries to the country.

Rural Lines, U.S.A. concludes:

During REA's first 25 years, the member-owned electric systems have proved themselves efficient and financially responsible organizations. They have proved themselves capable of distributing electric power on an area-wide basis to even the most thinly populated parts of our country. They have proved their right to serve. If all REA-financed systems continue to concentrate on service in the future as well as they have in the past, there appears to be no reason why they should not be a permanent part of the utility industry of the United States.

The other new REA publication is Rural Telephone Service, U.S.A. It tells the story of the agency's newer telephone loan program, which already boasts 686 borrowers and which has approved loans to finance new or improved telephone service for more than 1.2 million rural families.

If any of you have not read both REA histories, I suggest that you secure copies. When you do, I believe that you will take even greater pride in impressive achievements of REA and of the millions of rural people who have participated in its programs.

I commend the Administrator of REA, Mr. David Hamil, for the effective job he has been doing, for his dedication to the REA program and his steadfast adherence to the principles that bind representatives of rural America together in a service of so much benefit to our country. I commend Mr. Hamil and others, namely, Mr. William E. Spivey, Chief, of REA Information Division, and Mr. Robert W. Kelley, information specialist, who are responsible for the compilation of the two books I have discussed this afternoon. Mr. Spivey has directed, in my opinion, the publication of one of the finest, most interesting, and most informative public documents ever issued by a Government agency.

INTERNATIONAL PAYOLA

The SPEAKER pro tempore. Under the previous order of the House, the gentleman from Ohio [Mr. VANIK] is recognized for 15 minutes.

Mr. VANIK. Mr. Speaker, this afternoon, when the House passed the conference report to accompany H.R. 11510, it included a Senate amendment which expressed the sense of the Congress that the Development Loan Fund should give special consideration to loans and guarantees to stimulate the development of free economic institutions and private investment in the field of housing in rapidly developing countries.

In general I am in sympathy with this amendment. The housing problem in many of these countries is deplorable and much worse than most Americans can fully comprehend.

In the current issue of the National Savings & Loan Journal I note that a \$2 million loan was recently made by the Development Loan Fund to a privately owned savings and loan association in Lima, Peru. This loan is being made to the Association of Mutuel de Creditos para Vivienda Peru, which was founded by Pedro Beltran before he became Peru's Prime Minister and Minister of Finance.

It was certainly more than mere coincidence or accident that the first Development Loan Fund loaned for housing should be made to an institution founded and owned by the Prime Minister of Peru.

Earlier this afternoon I inquired of the chairman of the Foreign Affairs Committee whether it was the sense of that committee that these loans for housing development should be made to banks or institutions owned by Prime Ministers or Government officials of the Latin American States. I was pleased to learn that this kind of lending was certainly not the intention of the committee. Therefore, it appears to me that those responsible for such lending should bear in mind that this type of international payola is not approved by the Congress.

It will also be interesting to learn the interest rate which will be assessed by this particular institution for residential home construction. Since this \$2 million is being borrowed from the United States for a period of 10 years at an interest rate of 5¾ percent, the Association of Mutuel de Creditos para Vivienda Peru should enjoy a very handsome profit on the transaction and pay off the loan within 4 years. It is my understanding that residential loans in Peru are currently commanding an interest rate of 20 percent and higher.

Under these circumstances the borrowing institution in Peru should end up with a whopping big profit on the transaction. It is to be seen whether the victims of this kind of lending will develop any great affection for the Development Loan Fund and the American people who have made this kind of borrowing possible.

I hope that this type of good will interest in the Latin American Republics will not result in greater dislike for America.

LEAVE OF ABSENCE

By unanimous consent, leave of absence was granted to:

Mr. LINDSAY (at the request of Mr. HALLECK), for May 12 and 13, on account of personal reasons.

Mr. BARING (at the request of Mr. McCORMACK), for an indefinite period, on account of illness.

SPECIAL ORDER GRANTED

By unanimous consent, permission to address the House, following the legislative program and any special orders heretofore entered, was granted to Mr. PRICE (at the request of Mr. McCORMACK), to address the House for 15 minutes, today, and to revise and extend his remarks.

EXTENSION OF REMARKS

By unanimous consent, permission to extend remarks in the Appendix of the RECORD, or to revise and extend remarks, was granted to:

Mr. EVERETT and to include extraneous matter.

Mr. FARSTEIN in three instances and to include extraneous matter.

Mr. FALLON, to revise and extend his remarks made in Committee and to include extraneous matter and tables on H.R. 10495.

Mr. TOLL (at the request of Mr. LEVERING), to revise and extend his remarks.

Mr. THOMPSON of New Jersey (at the request of Mr. McCORMACK), to revise and extend his remarks during debate on the bill H.R. 10495 and to include extraneous matter therein.

Mr. O'HARA of Illinois, to extend his remarks prior to the vote on the conference report on the mutual security bill conference report.

Mr. REES of Kansas in two instances and to include extraneous matter in each instance.

Mr. BENTLEY (at the request of Mr. SMITH of California) in two instances, in each to include extraneous matter; and notwithstanding that in one instance it exceeds the limit and is estimated to cost \$425.25.

Mr. LEVERING, to revise and extend the remarks he made in the Committee of the Whole today.

(At the request of Mr. McCORMACK, the following Members were granted permission to revise and extend their remarks in the Appendix of the RECORD and to include extraneous matter:)

Mr. MULTER.

Mr. WOLF.

Mr. NIX.

Mr. KOWALSKI.

Mr. METCALF in three instances.

Mr. SANTANGELO in two instances.

Mr. DENT in three instances.

Mr. BREEDING.

Mr. MONAGAN.

Mr. ROOSEVELT.

Mr. FLYNT.

Mr. ROUSH.

Mr. McCORMACK.

(At the request of Mr. SMITH of California and to include extraneous matter, the following:)

Mr. BROOMFIELD in six instances.

Mr. WESTLAND.

Mr. BYRNES of Wisconsin.

Mr. LIPSCOMB in two instances.

Mr. WILSON.

Mr. HENDERSON.

Mr. WAINWRIGHT in three instances.

Mr. HOSMER in three instances.

ENROLLED BILLS SIGNED

Mr. BURLESON, from the Committee on House Administration, reported that that committee had examined and found truly enrolled bills of the House of the following titles, which were thereupon signed by the Speaker:

H.R. 1607. An act for the relief of Mrs. Anne Morgan;

H.R. 10474. An act to authorize construction of modern naval vessels.

SENATE ENROLLED BILL SIGNED

The SPEAKER announced his signature to an enrolled bill of the Senate of the following title:

S. 2778. An act to amend the act relating to the Commission of Fine Arts.

ADJOURNMENT

Mr. LEVERING. Mr. Speaker, I move that the House do now adjourn.

The motion was agreed to.

Accordingly (at 5 o'clock and 56 minutes p.m.) the House, pursuant to its previous order, adjourned until Monday, May 16, 1960, at 12 o'clock noon.

REPORTS OF COMMITTEES ON PUBLIC BILLS AND RESOLUTIONS

Under clause 2 of rule XIII, reports of committees were delivered to the Clerk for printing and reference to the proper calendar, as follows:

Mr. SMITH of Virginia: Committee on Rules. House Resolution 525. Resolution for consideration of H.R. 4815, a bill to insure effective regulation of D.C. Transit System, Inc., and fair and equal competition between D.C. Transit System, Inc., and its competitors; without amendment (Rept. No. 1602). Referred to the House Calendar.

Mr. MADDEN: Committee on Rules. House Resolution 526. Resolution for consideration of H.R. 7480, a bill to amend the Federal Food, Drug, and Cosmetic Act, with respect to label declaration of the use of pesticide chemicals on raw agricultural commodities which are the produce of the soil; without amendment (Rept. No. 1603). Referred to the House Calendar.

Mr. COLMER: Committee on Rules. House Resolution 527. Resolution for consideration of H.R. 10572, a bill to authorize and direct that national forests be managed under principles of multiple use and to produce a sustained yield of products and services, and for other purposes; without amendment (Rept. No. 1604). Referred to the House Calendar.

Mr. THORNBERRY: Committee on Rules. House Resolution 528. Resolution for consideration of H.R. 11761, a bill to simplify, consolidate, and improve the authority of the Secretary of Agriculture with respect to loans to farmers and ranchers, and for other purposes; without amendment (Rept. No. 1605). Referred to the House Calendar.

Digest of CONGRESSIONAL PROCEEDINGS

OF INTEREST TO THE DEPARTMENT OF AGRICULTURE

OFFICE OF
BUDGET AND FINANCE

(For Department
Staff Only)

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HIGHLIGHTS: House committee voted to report Poage farm bill. Senate committee voted to report multiple use management forest bill. Sen. Dirksen and others introduced and Sen. Dirksen discussed depressed areas bill.

SENATE

1. FORESTRY. The Agriculture and Forestry Committee voted to report (but did not actually report) with amendments S. 3044, to direct that the national forests be managed under principles of multiple use and sustained yield. p. D429
2. WOOL IMPORTS; PROPERTY. The Finance Committee voted to report (but did not actually report) with amendment the following bills: p. D430
H. R. 9322, to extend the existing suspension of duties on certain coarse wool. The "Daily Digest" states that the bill was amended to limit the suspension of duties to 3 years, until June 30, 1963.
H. R. 9881, to extend the existing provisions of law relating to the free importation of personal and household effects brought into the U. S. under Government orders.
3. MILK SANITATION. Sen. Proxmire inserted his testimony before the Subcommittee on Health of the Senate Committee on Labor and Public Welfare in support of S. 988, to provide for Federal regulation of milk sanitation standards. pp. 9746-9
4. FOREIGN AID. Sen. McGee inserted a letter from the President, University of Wyoming, discussing the participation of the University in the foreign aid

program in Afghanistan, including activities in vocational agriculture, agricultural research, and in the faculty of agriculture and engineering. pp. 9749-50

5. PERSONNEL. Sen. Keating inserted the testimony of Marion B. Folsom before the Senate Subcommittee on National Policy Machinery in support of conflict of interest proposals for Federal employees, and presenting "a series of important proposals to help attract topnotch people into Federal work." pp. 9751-3
6. ELECTRIFICATION. Sen. McCarthy commended the work of REA on its 25th anniversary. p. 9760

HOUSE

7. FARM PROGRAM. The Agriculture Committee voted to report (but did not actually report) H. R. 12261, to amend the Agricultural Adjustment Act of 1938 with respect to market adjustment and price support programs for wheat and feed grains and to provide a high-protein food distribution program. p. D432
8. ELECTRIFICATION. The Rules Committee reported a resolution for consideration of H. R. 1157, to provide for the promotion of economic and social development in the Ryukyu Islands. p. 9869
10. LIBRARY SERVICES. The Education and Labor Committee reported without amendment H. R. 12125, to amend the Library Services Act so as to extend for 5 years the authorization for appropriations (H. Rept. 1622). p. 9869
11. RECLAMATION. Passed with amendments H. R. 7155, to authorize the Secretary of the Interior to construct the San Luis unit of the Central Valley project, Calif., and to enter into an agreement with Calif. with respect to the construction and operation of such unit. This passage was subsequently vacated and S. 44, a similar bill, was passed in lieu thereof after being amended to contain the language of the House bill (pp. 9798-9811). Agreed to an amendment to prohibit the production of surplus agricultural commodities on lands irrigated by this project (p. 9799), and one to retain the 160-acre limitation on ownership in this project (pp. 9801-5).
The Interior and Insular Affairs Committee voted to report (but did not actually report) S. 1892, to authorize the Secretary of Interior to construct, operate, and maintain the Norman reclamation project, Okla. p. D433
12. INFORMATION. The Foreign Affairs Committee voted to report (but did not actually report) S. Con. Res. 75, providing for the participation by Federal agencies in the Fifth International Congress on High-Speed Photography. p. D433
13. PROPERTY. The Government Operations Committee voted to report (but did not actually report) H. R. 9996, to amend the Federal Property and Administrative Services Act of 1949, to prescribe procedures to insure that foreign excess property which is disposed of overseas will not be imported into the U. S. to the injury of the economy of this country. p. D433
14. LIMESTONE. Rep. Sisk inserted a speech made by Mr. G. H. Enfield, Extension Agronomist, USDA, urging the limestone producing industry to increase their sales programs to the farmers in an attempt to increase productivity on acid soils. pp. 9831-3

Digest of CONGRESSIONAL PROCEEDINGS

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HIGHLIGHTS: Senate began debate on agricultural appropriation bill. House committee reported (May 20) Poage farm bill. House committee reported farm labor bill. Senate committee reported multiple use management forest bill. House committee reported (May 20) public works appropriation bill. House committee reported Federal pay raise bill.

SENATE

1. **AGRICULTURAL APPROPRIATION BILL, 1961.** Began debate on this bill, H. R. 12117 (pp. 10025, 10043, 10044-8). At the request of Sen. Russell agreed to the committee amendments en bloc, and agreed that the bill as thus amended be considered as original text for the purpose of amendment, and that no point of order be waived against provisions of the bill (pp. 10044-5).
2. **FORESTRY.** The Agriculture and Forestry Committee reported with amendments S. 3044, to authorize and direct that the national forests be managed under principles of multiple use and to produce a sustained yield of products and services (S. Rept. 1407). p. 9974
The Interstate and Foreign Commerce Committee reported with amendments S. 1787, to protect consumers and others against misbranding, false advertising, and false invoicing of decorative hardwood, or imitation hardwood products (S. Rept. 1405). p. 9974

3. LIBRARY SERVICES. The Labor and Public Welfare Committee reported with amendments S. 2830, to extend the time for appropriation authorizations under the Library Services Act (S. Rept. 1412). p. 9974
4. PROPERTY; LANDS. Passed without amendment H. R. 9818, to provide for the conveyance of a tract of forest land in Sumter County, Fla., to the State of Fla. This bill will now be sent to the President. p. 10041
5. MINERALS. A subcommittee of the Interior and Insular Affairs Committee voted to report to the full committee with amendments H. R. 10455, to revise and simplify several provisions of the Mineral Leasing Act of 1920. p. D447
6. LAND WITHDRAWALS. A subcommittee of the Interior and Insular Affairs Committee voted to report to the full committee without amendment S. 2587, to require an act of Congress for public land withdrawals in excess of 5000 acres in the aggregate for any project or facility of any department or agency of the Government. p. D447
7. SALINE WATER. Sen. Moss urged the enactment of legislation to provide for accelerated research and development of practical means for converting saline water to fresh water. pp. 10043-4
8. FOREIGN AFFAIRS. Sen. Mansfield inserted an address by Sen. Aiken, "A Foreign Policy for the 1960's," and stated that it is "an excellent statement of the problems which confront us in the years ahead and sets forth a sound philosophy for dealing with them effectively." pp. 10000-02
9. FARM PROGRAM. Sen. Dirksen inserted the platform adopted by the Midwest Federation of College Young Republican Clubs, including recommendations on agriculture, economic policy, education, foreign policy, and health and welfare. pp. 9980-1
10. EXPORT CONTROL. Both Houses received from the Commerce Department a quarterly report on export control. pp. 9972, 10082
11. AUDITING; REPORTS. Both Houses received from GAO a report on the review of automatic data-processing installation, New Orleans Commodity Office, CSS, USDA. pp. 9972, 10082
12. WATER POLLUTION. Received from HEW a proposed bill "to strengthen the enforcement provisions of the Federal Water Pollution Control Act and extend the duration of the authorization of grants for State water pollution control programs"; to Public Works Committee. p. 9972
13. PROPERTY TAXES. Received a Nevada Legislature resolution urging Congress to establish a system of payments in lieu of taxes to Nevada or its local governments on Federal property within the State. p. 9973
14. WATER RIGHTS. Received a Nevada Legislature resolution urging Congress to enact legislation to provide that States shall have primary responsibility and authority for the administration and development of water resources within their boundaries. p. 9973
15. LEGISLATIVE PROGRAM. Agreed to a unanimous consent request by Sen. Mansfield to vote at 2 p.m., May 24, on the question of overriding the President's veto of S. 722, the depressed areas bill. p. 10043

ADMINISTRATION OF NATIONAL FORESTS FOR MULTIPLE USE AND SUSTAINED YIELD

MAY 23, 1960.—Ordered to be printed

Mr. HART (for Mr. EASTLAND), from the Committee on Agriculture and Forestry, submitted the following

R E P O R T

together with

SUPPLEMENTAL VIEWS

[To accompany S. 3044]

The Committee on Agriculture and Forestry, to whom was referred the bill (S. 3044), to authorize and direct that the national forests be managed under principles of multiple use and to produce a sustained yield of products and services, and for other purposes, having considered the same, report favorably thereon with amendments and recommend that the bill do pass with amendments.

AMENDMENTS

The committee amendments to S. 3044 are as follows:

Page 1, line 6, following the period at the end of the first sentence of the bill, add the following new sentence:

The purposes of this Act are declared to be supplemental to, but not in derogation of, the purposes for which the national forests were established as set forth in the Act of June 4, 1897 (16 U.S.C. 475).

Page 1, line 8, strike the period at the end of section 1 and add: "or the National Park System."

Page 2, line 5, following the period, add the following new sentence:

The establishment and maintenance of areas of wilderness are consistent with the purposes and provisions of this Act.

Page 2, after line 9, add the following new section:

SEC. 4. As used in this Act, the following terms shall have the following meanings:

(a) "Multiple use" means the management of all the various renewable surface resources of the national forests so that they are utilized in the combination that will best meet the needs of the American people; making the most judicious use of the land for some or all of these resources or related services over areas large enough to provide sufficient latitude for periodic adjustments in use to conform to changing needs and conditions; that some land will be used for less than all of the resources; and harmonious and coordinated management of the various resources, each with the other, without impairment of the productivity of the land, with consideration being given to the relative values of the various resources, and not necessarily the combination of uses that will give the greatest dollar return of the greatest unit output.

(b) "Sustained yield of the several products and services" means the achievement and maintenance in perpetuity of a high-level annual or regular periodic output of the various renewable resources of the national forests without impairment of the productivity of the land.

PURPOSE OF THE BILL

The bill, as amended, will provide congressional policy that the national forests are established and shall be administered for outdoor recreation, range, timber, watershed, and wildlife and fish purposes, naming in a single statute all of the five basic renewable surface resources. It would provide a direction to the Secretary of Agriculture to administer the national forests for multiple use and sustained yield. Due consideration would be given to the relative values of the various resources in particular areas. This would include both tangible and intangible values.

In the effectuation of the act, the Secretary of Agriculture would be authorized to cooperate with State and local agencies and others. This expression of authority should be construed as encouragement to the Secretary to stimulate State and local agencies and others to cooperate in the development and management of the national forests, particularly where benefits to the local community and local use are great.

It is made clear that nothing in the bill would affect the authority which the Secretary of the Interior has with respect to the mineral resources in the national forests. Thus, the bill would not affect prospecting for, or development of, mineral resources of the national forests as now authorized under existing law.

Although the bill lists wildlife and fish among the purposes for which the national forests are established and administered, it should be understood that upon the enactment of this bill the jurisdiction and responsibilities of the several States and their wildlife and fish agencies with respect to wildlife and fish on the national forests would be continued unaffected.

The provisions of the bill are directed to the functions performed by the Secretary of Agriculture in the protection, development, and administration of the national forests. It does not modify authorities which other departments and agencies have with respect to Federal lands that are in the national forests, such as the authorities of the

Secretary of the Interior through the Bureau of Reclamation, and the Federal Power Commission.

This bill would neither enlarge nor diminish the authority which the Secretary of Agriculture has with respect to roads and road rights-of-way for the national forests, including the authority to exercise the right of eminent domain.

BACKGROUND OF THE BILL

On the same day that the administration of the national forests was given to the Secretary of Agriculture by the act of February 1, 1905 (16 U.S.C. 472), Secretary of Agriculture Wilson directed that questions of policy in their management should be decided from the standpoint of "the greatest good of the greatest number in the long run." Enactment of the bill would continue this policy. The administration of the national forests has long been under the policies of multiple use and sustained yield. Although there is no question as to the authority to so administer the national forests, there are four basic reasons for enactment of this bill: (1) There should be a statutory directive to administer the national forests under sustained yield; (2) there should be a similar directive to administer the national forests for multiple use; (3) all the renewable surface resources for which the national forests are established and shall be administered should be named in a single statute; and (4) enactment would help to implement the program for the national forests sent to the Congress in March of 1959.

The act of June 4, 1897 (30 Stat. 35), refers both to watersheds and timber as purposes for which the national forests are established. Through the years, by a number of congressional enactments, including appropriations for carrying out specific activities and functions, through court decisions, and through policy directives and statements, the management of the national forests under the principle of multiple use has been thoroughly recognized and accepted. The application of the principle of sustained-yield management has also been thoroughly established. It is thus desirable that the Secretary of Agriculture have a directive to administer the national forests under the dual principles of multiple use and sustained yield.

The national forests yield to the Nation invaluable benefits from all of the resources enumerated in the bill. One of the basic concepts of multiple use is that all of these resources in general are entitled to equal consideration, but in particular or localized areas relative values of the various resources will be recognized. The value of some of these resources may be expressed in dollars. The value of others cannot be realistically measured in dollars. Thus, both tangible and intangible values influence the combination of uses that is determined to best meet the needs of the Nation. ✓

The order in which the resources are listed is alphabetical. The committee intends that each resource shall have equal consideration with the others over the national forest system as a whole. The bill would neither upgrade nor downgrade any resource in relation to present practice.

It is recognized that the priority of resource use will vary locality by locality and case by case. In one locality, timber use will dominate; in another locality use of the range by domestic livestock; in

another wildlife or outdoor recreation, including wilderness, will dominate. Thus, in particular localities, various resource uses will be given priority because of particular circumstances. This is the meaning of the second sentence in section 2 of the bill.

Relatively small areas, such as camp or picnic grounds or winter sports areas, will be devoted to single use within the overall multiple-use development of administrative units.

Wilderness-type areas, of which there are 84 in the national forests, comprising a total of 14 million acres, have been established within the framework of multiple use. The establishment and maintenance of such areas is completely consistent with the purposes and provisions of this bill. The enactment of this measure is not considered by this committee as a substitute for proposed legislation now pending before another committee to establish a national wilderness preservation policy and program, the so-called wilderness bill.

The enumeration of the purposes for which the national forests are established and administered is by broad resource categories rather than by uses. This is to be construed as indicating that all currently recognized and authorized uses of the national forests may be continued.

In March of 1959 there was transmitted to the Congress the program for the national forests. That program embraces all of the renewable resources of the national forest system and outlined both an interim program for the next 10 to 15 years and long-range objectives for the next 40 years. This program is referred to as "Operation Multiple Use." It is a truly multiple-use program which has received widespread endorsement. Enactment of this bill would contribute significantly to the achievement of these national forest program objectives and would help to assure the balanced development and use of national forest resources.

COMMITTEE AMENDMENTS

The committee has made some substantial amendments to the bill.

The addition of the sentence to follow the first sentence in section 1 is to make it clear that the declaration of congressional policy that the national forests are established and shall be administered for the purposes enumerated is supplemental to, but is not in derogation of, the purposes of improving and protecting the forest or for securing favorable conditions of waterflows and to furnish a continuous supply of timber as set out in the cited provision of the act of June 4, 1897. Thus, in any establishment of a national forest a purpose set out in the 1897 act must be present but there may also exist one or more of the additional purposes listed in the bill. In other words, a national forest could not be established just for the purpose of outdoor recreation, range, or wildlife and fish purposes, but such purposes could be a reason for the establishment of the national forest if there also were one or more of the purposes of improving and protecting the forest, securing favorable conditions of waterflows, or to furnish a continuous supply of timber as set out in the 1897 act. It is also clear that the Secretary of Agriculture shall administer the national forests for all of their renewable natural resources, and that each of these resources is by statute to be given equal consideration with the others.

The amendment at the end of the first section makes it clear that nothing in this bill is to be construed as affecting the administration of the national park system. The committee recognizes that forests, parks, and other public reservations supplement each other in meeting the Nation's outdoor recreation needs. Therefore, it is the committee's intention that enactment of the bill shall not prevent the designation or use of any lands for national park purposes in accordance with existing law, nor shall it affect the establishment of such units of the national park system as the Congress may in the future provide.

The amendment at the end of the second section makes it clear that the establishment and maintenance of wilderness areas are consistent with the provisions of the bill.

Definitions of the terms "multiple use" and "sustained yield of the several products and services" have been added in order to avoid any misunderstanding as to their interpretation and application in the development and administration of the national forests. The objective is to best meet the needs of the American people; to provide "the greatest good of the greatest number in the long run."

DEPARTMENTAL VIEWS

The bill was submitted to the Senate by executive communication with the statement that it would not increase costs of managing and developing the national forests and with the recommendation that it be enacted. That communication follows:

DEPARTMENT OF AGRICULTURE,
Washington, D.C., February 5, 1960.

The PRESIDENT,
U.S. Senate.

DEAR MR. PRESIDENT: There is transmitted herewith for consideration of the Congress a draft bill, to authorize and direct that the national forests be managed under principles of multiple use and to produce a sustained yield of products and services, and for other purposes.

This Department recommends enactment of the draft bill.

The recommended bill would direct the Secretary of Agriculture to administer the national forests for multiple use and sustained yield of their several products and services. It would recognize that the national forests provide watershed, timber, range, outdoor recreation, and fish and wildlife values, and would declare that it is the policy of the Congress that the national forests are established and are to be administered for such purposes. The Secretary of Agriculture would be further authorized to cooperate with State and local agencies in national forest development.

The national forests of the United States are invaluable national assets, consisting of forest and rangelands and high mountain watersheds occurring in 41 States and Puerto Rico. There are 181 million acres of national forest land grouped into 151 national forests.

The national forests yield water, timber, forage, recreation, game, and other wildlife. The timber, forage, and land alone are appraised at well over \$7 billion. More than half of the commercial forest land in the West occurs on the national forests. One-third of the Nation's big game is found within their boundaries. One-fifth of the Nation's

sheep and one-eighth of the Nation's cattle graze national forest ranges.

Many millions of people seek the national forests each year for rest, relaxation, and spiritual uplift. Recreationwise, the national forests are increasing in importance because of more leisure time, greater mobility of the average family, increased accessibility of the national forests, and the relatively low cost of a national forest vacation.

National forests are major sources of water for 1,800 towns and cities including major western metropolitan areas. Over 600 hydroelectrical developments depend on the national forests for water. They will continue their indispensable role as regulators of the kind and amount of fresh water available to our people.

Current annual national forest revenues are about \$120 million, of which the States and counties receive one-fourth.

In March 1959, Secretary Benson transmitted to you and the Speaker of the House, a "program for the national forests," embracing all of the renewable resources of the national forest system, and outlining both an interim program for the next 10 to 15 years, as well as long-range objectives for the next 40 years. That report indicated that legislative authorities for the recommended national forest program were generally adequate, but that supplemental legislation would be proposed as the need arose. The draft bill recommended herein falls in that category. It would contribute significantly to the achievement of national forest program objectives, would help to assure the balanced development and use of national forest resources, and would prevent their possible future overutilization as a result of economic and single-interest pressures.

The draft bill, if enacted, would be major legislation insofar as the objectives and purposes of the national forests are concerned.

The bill would do the following significant things:

1. Direct that the national forests be administered for sustained yield of their several products and services;
2. Direct that they be developed under multiple-use principles, and declare a congressional policy that they are established and shall be administered for watershed, timber, range, outdoor recreation, and fish and wildlife values.
3. Authorize cooperation with other groups in national-forest development.

The national forests have long been administered under the policies of multiple use and sustained yield. The Department does not believe there is any question as to its authority to so manage the national forests, and the recommendation that this draft bill be enacted should not be so construed.

The act of June 4, 1897 (30 Stat. 35), specifies that one of the purposes for which national forests are established is "to furnish a continuous supply of timber." That act also provides that the Secretary "regulate their occupancy and use, and preserve the forests thereon from destruction."

In line with the above, the regulations of the Secretary of Agriculture (36 CFR 221.3) direct that "management plans for national forest timber resources shall * * * be based on the principle of sustained yield * * *." Within the framework of this regulation, the Forest Service manual defines the principle of sustained yield and states "the policy is to manage each national forest working circle so

that it will produce the maximum sustained yield of the products it is best suited to grow." This has been the guiding conservation principle under which national forest timber resources have been managed for years. We feel the principle to be highly desirable and certainly within the framework of applicable statutory provisions.

However, other than the above and the Sustained Yield Unit Act of 1944 (58 Stat. 132), which is of limited and local application, there is no specific statutory recognition or directive to administer national forest resources on a sustained yield basis. Furthermore, the references above cited relate only to timber, whereas all of the renewable resources of the national forests should be, and are being, administered under sustained yield principles. In addition, in 1958 during congressional consideration of S. 3051 relating to the Klamath Indian Reservation, the language in the 1897 act to "furnish a continuous supply of timber" was suggested by some to be less impelling than sustained yield.

In summary, we are strongly of the opinion that the Secretary of Agriculture should be directed to administer the national forests for sustained yield of its several products and services because (a) this would give specific statutory recognition to sustained yield as a desirable principle of management; (b) it would apply the concept of sustained yield not only to timber, but also to the other renewable national forest resources; and (c) such legislation would protect national forest resources from possible overutilization in the future as a result of economic pressures or those of single-interest groups.

With respect to the provisions for multiple use in the draft bill, there exists at the present time no specific statutory provision for multiple-use national forest management. Two of the several national forest resources, namely, water and timber, are named in the act of June 4, 1897, as purposes for which the national forests shall be established. The utilization of national forest grazing resources by livestock is specifically recognized in several sections of the act of April 24, 1950 (64 Stat. 82), as well as in Supreme Court decisions and numerous appropriation acts. The authority to administer recreation and wildlife habitat resources of the national forests has been recognized in numerous appropriation acts and comes from the authority contained in the act of June 4, 1897, to regulate the "occupancy and use" of the national forests.

On February 1, 1905, the same day that the President signed the act transferring the then forest reserves (now national forests) from the Department of the Interior to the Department of Agriculture, the Secretary of Agriculture by letter directed the Forest Service to administer the lands for "permanent use," for "permanent good of the whole people," and for "permanence of the resources." This directive mentioned the water, wood, and forage resources, and directed that questions of policy should be decided from the standpoint of "the greatest good of the greatest number in the long run." The secretarial directive of 1905 by its references to several resources, to permanence, to use, and to good of the whole people, and by the use of the phrase last cited, laid the groundwork and was the genesis for both the sustained-yield and multiple-use policies which have been followed for so many years.

Nevertheless, we believe it to be timely and highly desirable to have a statutory recognition of the multiple-use objectives of the national

forests, and to have each of the five major renewable resources referred to specifically and in the same statute as is done in the draft bill.

The order in which the resources or uses are enumerated in the bill is merely alphabetical and has no significance insofar as the relative priority of one resource to another. One of the basic concepts of multiple use is that all of the named resources in general are of equal priority, but the relative values of the various resources on particular or localized areas, and viewed in the broadest public sense, will be considered in the administrative application of management plans.

Statutory recognition of multiple use would serve not only to recognize each of the resources named in the bill, but also as a protection against advocates of single use. With the growing value of national forest resources, their accelerated use and increased accessibility, the pressures for single use of specific national forest areas are growing tremendously.

The authority contained in the bill to cooperate with State and local governmental agencies and others in development of the national forests would not be new authority. There are several authorities under which the Department now cooperates in such development, including the act of March 4, 1913 (37 Stat. 828, 843; 16 U.S.C. 501), the act of June 30, 1914 (38 Stat. 415, 430; 16 U.S.C. 498), and section 205 of title 23 of the United States Code. Cooperation with such State and local agencies has been underway for many years on many national forests and in many ways. Inclusion of such language in the draft legislation would be a statement of congressional policy urging even more cooperation in the future, and would be in accord with the general policy of the administration to encourage the development of publicly owned national resources in collaboration with non-Federal public agencies. It would not supersede existing cooperative authority.

Enactment of this legislation would not increase costs of managing or developing the national forests. It would help to assure attainment of the long-range national forest objectives described in the "program for the national forests" referred to above.

A similar letter is being sent to the Speaker of the House.

The Bureau of the Budget advises that there is no objection to the submission of the proposed legislation to the Congress for its consideration.

Sincerely yours,

E. L. PETERSON, *Acting Secretary.*

ADDITIONAL VIEWS

A sample of the additional views received from others than the Department of Agriculture follows. The House Committee on Agriculture held hearings on a companion bill, H.R. 10572, and those hearings have been printed and are available.

WASHINGTON, D.C., May 2, 1960.

HON. ALLEN J. ELLENDER,
Chairman, Senate Agriculture and Forestry Committee,
Senate Office Building, Washington, D.C.

DEAR SENATOR ELLENDER: The Izaak Walton League of America is deeply interested in S. 3044, H.R. 10572, and related bills on administration of the national forests for multiple use and sustained yield.

We are in hearty support of the purposes and objectives of this legislation.

We have had concern, however, that the language may lack sufficient precision to accomplish its objectives. Such phrases as "multiple use" and "sustained yield" have been and are used by various people to mean various things. The hearings held by the House committee clearly indicated this as they did that some interests would like the legislation and its language to be construed to give their particular interest in the national forests clear priority in administration.

We are consequently happy that the House committee in its report saw fit to define and interpret these phrases and the rest of the language of the bill precisely. We accept the definitions and interpretations which the House report provides. In our opinion they are sound and reflect accurately more than 50 years of progress in national forest management.

It is hoped that your committee will likewise adopt the same definitions and interpretations either by incorporating them in the language of the bill or clearly specifying them in your own committee report.

The legislation, if enacted, will be Forest Service policy for years into the future. It is therefore essential that there be no question as to what the Congress intended.

Respectfully yours,

J. W. PENFOLD,
Conservation Director,
The Izaak Walton League of America, Inc.

WASHINGTON, D.C., May 10, 1960.

Senator ALLEN J. ELLENDER,
Chairman, Senate Agriculture and Forestry Committee,
Senate Office Building, Washington, D.C.

DEAR SENATOR ELLENDER: We are addressing the comments of our organization to you in the hope that this information may serve as part of the record in your deliberations regarding the multiple-use bill (H. R. 10572, as amended).

We support the principle of multiple use and feel that this principle is properly stated in the above bill. We must confess our surprise at some reactions indicating that this measure is directed against the national park system. As strong supporters of the national park system, we were concerned. As a result, we consulted attorneys and other leaders and knowledgeable men in this general area and can find no evidence that the bill is anything other than it purports to be. It does not adversely affect the national park system as now constituted, and it does not prevent the Congress in the future from designating a part of national forest land as national park land, if such land use, in the wisdom of the Congress, is more appropriate.

We feel that multiple use should govern the management of the national forest as it has in the past, and if some single use by its very nature should exclude other uses, special legislation should so describe. The bill before your committee simply places in a single statute, congressional authority for the multiple-use management that is and has been carried on by the Forest Service.

Very truly yours,

SPENCER M. SMITH, Jr.,
Secretary, Citizens Committee on Natural Resources.

WASHINGTON, D.C., May 9, 1960.

HON. ALLEN J. ELLENDER,
Chairman, Committee on Agriculture and Forestry,
U.S. Senate, Senate Office Building, Washington, D.C.

DEAR SENATOR ELLENDER: At a meeting of the board of directors of the National Lumber Manufacturers Association in San Francisco, Calif., May 5, 1960, the following resolution on multiple-use legislation was unanimously adopted:

"The National Lumber Manufacturers Association agrees that legislation directing the Secretary of Agriculture to administer the national forests under principles of multiple use and sustained yield is sound and desirable. In enacting such legislation every effort should be made to preserve the basic purposes of the national forests as set forth in the act of June 4, 1897, and other similar statutes under which the national forests were established."

While we support the bill in its present form it is our hope that the Congress and the executive branch of the Government will interpret the amendment added in the House and now comprising the second sentence of the bill to mean that the basic purposes for establishment and administration of the national forests will be maintained.

Respectfully,

MORTIMER B. DOYLE,
Executive Vice President,
National Lumber Manufacturers Association.

WASHINGTON, D.C., February 26, 1960.

Senator ALLEN J. ELLENDER,
Chairman, Senate Committee on Agriculture,
Senate Office Building, Washington, D.C.

DEAR SENATOR ELLENDER: The directors of the American Forestry Association at their regular winter board meeting on February 19, 1960, endorsed the principles of sustained-yield and multiple-use administration of national forest lands as proposed in S. 3044, H.R. 10465, and companion bills.

Sincerely yours,

KENNETH B. POMEROY,
Chief Forester,
The American Forestry Association.

RESOLUTION

MULTIPLE-USE BILLS

Whereas the 180 million acres of public land within the national forests contain a significant part of the Nation's outdoor recreation, range, timber, watersheds, and wildlife and fish; and

Whereas these renewable natural resources and services within the national forests, due to increasing population and better accessibility, are rapidly growing in value to the social and economic welfare of the Nation: and

Whereas the policy of managing these resources for multiple use and sustained yield by the Forest Service will yield the maximum of products and services from these lands in the long run; and

Whereas there has been no legislative action by the Congress directing the Secretary of Agriculture to manage outdoor recreation, range, timber, watersheds, and wildlife and fish on the national forests for multiple use and sustained yield: Now, therefore, be it

Resolved, That the Wisconsin-Michigan section of the Society of American Foresters urges passage by the Congress of the multiple-use bills S. 3044 and H.R. 10572 and H.R. 10708 and H.R. 10776; and

Further, that copies of this resolution be sent to appropriate committees of the Congress with the request that it be included in hearing records on the above-mentioned bills; and

Further, that copies be sent to all Members of Congress from Wisconsin and Michigan with the request that they actively support and urge passage of these bills.

OLYMPIA, WASH., *March 15, 1960.*

HON. JAMES O. EASTLAND,
U.S. Senator,
Senate Office Building, Washington, D.C.

DEAR SENATOR EASTLAND: I strongly urge that hearings be held as soon as possible on Senator Ellender's multiple-use bill. S. 3044.

As you know, principles such as those contained in S. 3044 would provide statutory recognition of the Forest Service's long-existing policy of managing our national forests on a multiple-use basis.

Such congressional backing, I feel, is long overdue, and of vital necessity to protect our national forests against the growing pressures of those who are working to lock up the forests for a single, selfish use.

It has been proven, over the years, that multiple use is the best possible means of realizing the maximum utilization of our national forest assets, including timber, water, forage, wildlife, and recreation.

Disruption of this multiple-use management philosophy would in turn disrupt the economy of the West, and thereby affect the entire Nation.

I again urge that hearings on S. 3044 be held without delay.

Yours very truly,

BERT L. COLE,
*Commissioner of Public Lands,
State of Washington, Department of Natural Resources.*

STATE OF MINNESOTA,
DEPARTMENT OF CONSERVATION,
St. Paul, Minn., March 22, 1960.

Senator JAMES O. EASTLAND,
*Chairman of the Soil Conservation and Forestry Committee of the Senate
Agriculture Committee, Senate Office Building, Washington, D.C.*

DEAR SENATOR EASTLAND: My attention has been called to S. 3044, introduced by Mr. Ellender of Mississippi in the Senate and which is now before the committee of which you are chairman. A companion bill, H.R. 10465, has been introduced by Mr. Staggers of West Virginia in the House and has been referred to the appropriate committee.

The two bills authorize and direct that the national forests be managed under the principle of multiple use. They provide for the management of all of the renewable surface resources of the forests (outdoor recreation, timber, range, watershed, wildlife and fish) on a sustained-yield basis.

While the national forest administrators have followed the basic concepts of multiple use in the management of the national forests, this legislation will give definite recognition to all the resources of the forests and will provide legal safeguards against imbalance in management, thus preventing pressures that would emphasize one resource to the detriment of the others.

I support and strongly urge favorable consideration by yourself and the members of your committee of this very important legislation.

Very truly yours,

GEORGE A. SELKE,
Commissioner of Conservation.

SPRINGVILLE, ARIZ., March 8, 1960.

HON. ALLEN J. ELLENDER,
*Chairman, of Senate Committee on Agriculture and Forestry,
U.S. Senate, Washington, D.C.*

DEAR MR. ELLENDER: We would like to commend those who have submitted this important bill and urge your support in its passage. We believe the national forests, with their natural resources of timber, water, recreation, grazing, and wildlife habitat, must be managed under principles of multiple use.

The Forest Service has now reached maturity and it has grown up with the problems faced and is the most qualified agency to administer these resources, but they must have the proper legislation to carry out the tremendous responsibility they are charged with. We believe that S. 3044 and H.R. 10465 clarify and legalize this program. Section 3 mentions cooperation with interested State and local governmental agencies. I would like to comment on our experiences at the State level. We are, in respect to wildlife management, intimately linked with the Forest Service. The freedom and scope of our cooperation with this agency is based on our confidence in their competence and integrity. We share our problems, pool our knowledge, and together better administer the phase of management we are mutually concerned with. With a single-purpose agency, this cannot be achieved. From past experience, we know we cannot expect cooperation and mutual solving of problems as we believe multiple-purpose utilization is the most beneficial.

In closing, we would like to take this opportunity to express our appreciation to those responsible for this bill and to the Forest Service for the high degree productive effort we know will be forthcoming with the passage of this important bill.

Respectfully yours,

E. J. BECKER,
Chairman, Arizona Game and Fish Commission.

STATEMENT OF THE FOREST FARMERS ASSOCIATION ON H.R. 10572, A BILL
INTRODUCED BY U.S. CONGRESSMAN GEORGE GRANT, OF ALABAMA, ON
MULTIPLE USE OF THE NATIONAL FORESTS

The Forest Farmers Association favors the principles of multiple use of the national forests, and the management of national forests for sustained yield.

Our organization also recognizes the desirability and favors the issuance of a directive to the Secretary of Agriculture providing him with the authority and instructing him to administer the national forests in accordance with these principles.

The Forest Farmers Association would favor enactment of H.R. 10572 with the addition of a clarifying statement indicating that the purposes of this act are within and supplemental to the purposes for which the national forests were established as set forth in the act of June 4, 1897 (16 U.S.C. 475). Furthermore that enactment of H.R. 10572 would not affect the basic purposes for which the national forests were established, nor basically change current policies and procedures for management of national forests.

BOISE, IDAHO, *March 16, 1960.*

HON. HAROLD D. COOLEY,
Chairman, House Agriculture Committee,
House Office Building, Washington, D.C.:

This is to advise that H.R. 10465 and similar companion bills, declaring multiple use of national forest land as the policy of Congress has the strong support and endorsement of the Idaho Mining Association, which represents all major mining interests in this State.

Such statement of policy would not only provide congressional recognition of the various interests involved in resource utilization, but would also serve as a reasonable bulwark against the persistent and mounting pressures of single land-use advocates. Furthermore, statutory acceptance and approval of the multiple-use concept would assure the flexibility of public-land administration that will undoubtedly be necessary in adjusting to the changing patterns of resources utilization that can be anticipated in the years ahead.

We respectfully request that this statement be included in the record of the hearings currently in progress.

THE IDAHO MINING ASSOCIATION,
A. J. TESKE, *Secretary.*

SUPPLEMENTAL VIEWS

We wholeheartedly endorse and support the concept of multiple use of our national forests set forth in S. 3044. However, we are equally convinced, based on past performance of this administration, that action to carry out such broad concepts has been lacking.

In March 1959, Secretary Benson transmitted to Congress the "Program for the National Forests," embracing all of the renewable resources of the national forest system, and outlying both an interim program for the next 10 to 15 years, as well as long-range objectives for the next 40 years. That report indicated that legislative authorities for the recommended national forest program were generally adequate, but that supplemental legislation would be proposed as the need arose. The draft bill recommended herein falls in that category. It would contribute significantly to the achievement of national forest program objectives, would help to assure the balanced development and use of national forest resources, and would prevent their possible future overutilization as a result of economic and single-interest pressures.

We wish to point out that this legislation will "contribute significantly to the achievement of national forest program objectives" only if it is implemented with the needed funds for balanced investment. The same holds true for additional legislative authorizations which may be needed to carry out other aspects of the program for the national forests.

Immediately after the program was presented to the Congress, the Senate acted upon it. Funds were provided to set it into operation with the result that the fiscal year 1960 appropriation was \$9,039,000 above the budget request. Those additional moneys were used for timber management and reforestation, recreation, wildlife management, fire protection, various phases of forest research, and roads and trails.

The result was to advance the program by 1 year at about 25 percent of the planned level of increase.

The action in the 1st session of the 86th Congress resulted from the overwhelming support given the program by Senators in both parties and despite the refusal of the Secretary of Agriculture or the Bureau of the Budget to submit a midyear budget request.

We had every reason to expect that the 1961 budget request would implement this program of "demonstrated urgency." However, the budget request fell far short of the goal. The appropriation hearings developed that there were demonstrated weaknesses in the budget as presented.

Three key elements of the "Forest land management" budget were grossly underfinanced. Reforestation was set at only 8½ percent of need, soil and water management funds were but 15.2 percent of need, and wildlife habitat management was set at 18.1 percent of need. The total forest land management program was to be operated at

40.5 percent of needed funds. Forest research with its important and far-reaching ramifications was financed at a mere 27.9 percent of needs. The funds available for the road and trail program were at 52.5 percent of need.

In sum, the entire program for the "National forests" budget for fiscal year 1961 as submitted to the Congress was at only 42.7 percent of the maximum annual need.

The Congress made a substantial addition to the "Forest Service" budget request for 1961 adding \$4 million for the various elements of the forest land management program and \$1 million for forest research. These increases will permit advances in every important phase of the program, especially in reforestation, recreation, and structural improvements.

The national forests now return substantial revenue to the Treasury and have proven their financial value. There has been over \$1 billion of income from the sale of products and resources since the forests were created. Today the opportunity for the revenue realization is far greater than when the forests were created at the turn of the century.

However, the monetary returns from the national forests fade in importance when the value of this great national asset is weighed in proper perspective. As storehouse of natural resources, these forests are the key to adequate water for a growing nation. Only one-fifth of the West is in national forest, but these lands furnish 50 percent of the streamflow of western rivers.

There is a growing demand to utilize the national forests for a great variety of outdoor recreation. This need is not being met.

It has been necessary to reduce grazing use on the national forests. This indicates that the investments in range rehabilitation are not being made. After over 50 years of management, it is reasonable to expect that range restoration would be reaching the point where these lands could accommodate more grazing use.

The sale of national-forest timber has shown a marked increase since 1945, but the cut has still not reached current sustained yield levels. This gap exists because of a lack of roads, as well as inability to market certain species. Additional roads constitute the major investment contemplated by the program for the national forests. They are essential to maintaining and expending the harvest to national-forest timber under sound forestry practice. They serve as a basic management tool by providing access for protection and multiple utilization of the forests.

The Bureau of the Budget has constantly opposed increases in this vital authorization, but since 1954 the Congress has increased the authorization from \$22.5 to \$30 million. Failure to seek needed authorizations affects the road program for a subsequent 2-year period. Delays in recognizing needs has made it necessary for the program schedule to call for an average authorization of \$60 million over the next 12 years. We join with the Senate Committee on Appropriations in urging the Public Works Committee to implement the road phase of the program for the national forests. Continued delay and curtailment of needed road investments means critical losses in multiple uses, Treasury revenue and rural community development.

The lag in reforestation of areas previously burned is of critical dimensions. Planting for this purpose during this decade has been lower than in any decade since the 1920's. Congress has made modest increases in the inadequate budget requests. Reforestation lacks the dynamic appeal of some other programs but this activity is most important to soil conservation and our future wood supply. Today the rate of accomplishment in the national forests is below that of several other Federal agencies, the States, and other non-Federal public lands and private owners. The responsibility to the future of America must be met and met squarely.

The multiple-use concept is meaningless unless the opportunity for its practice is adequately financed. Although we support this bill, which has been requested by the Secretary of Agriculture and recommended by the Bureau of the Budget, we believe that a full review should be made of the long-term budgetary requirements for the national forests. This review should provide that budget requests will, in the future, be related to the effect of each year's budget on immediate and long-term multiple-use requirements. The review should also bring before the Congress budget requests which correct present program imbalances.

We believe that a more satisfactory relation between national-forest receipts and expenditures will thus be achieved and that the justification of needed investments will rest on a solid and realistic foundation.

The multiple-use policy will be successful only if the budgetary policy is improved.

HUBERT H. HUMPHREY.
STUART SYMINGTON.
WILLIAM PROXMIRE.
STEPHEN M. YOUNG.
PHILIP A. HART.

Calendar No. 1470

86TH CONGRESS
2D SESSION

S. 3044

[Report No. 1407]

IN THE SENATE OF THE UNITED STATES

FEBRUARY 16 (legislative day, FEBRUARY 15), 1960

Mr. ELLENDER (by request) introduced the following bill; which was read twice and referred to the Committee on Agriculture and Forestry

MAY 23, 1960

Reported by Mr. HART (for Mr. EASTLAND), with amendments

[Insert the part printed in italic]

A BILL

To authorize and direct that the national forests be managed under principles of multiple use and to produce a sustained yield of products and services, and for other purposes.

1 *Be it enacted by the Senate and House of Representa-*
2 *tives of the United States of America in Congress assembled,*
3 That it is the policy of the Congress that the national forests
4 are established and shall be administered for outdoor recrea-
5 tion, range, timber, watershed, and wildlife and fish pur-
6 poses. *The purposes of this Act are declared to be supple-*
7 *mental to, but not in derogation of, the purposes for which*
8 *the national forests were established as set forth in the Act*
9 *of June 4, 1897 (16 U.S.C. 475). Nothing herein shall be*
10 construed to affect the authority of the Secretary of the

1 Interior provided by law with respect to mineral resources
2 *or the National Park System.*

3 SEC. 2. The Secretary of Agriculture is authorized and
4 directed to develop and administer the renewable surface
5 resources of the national forests for multiple use and sustained
6 yield of the several products and services obtained there-
7 from. In the administration of the national forests due
8 consideration shall be given to the relative values of the
9 various resources in particular areas. *The establishment and*
10 *maintenance of areas of wilderness are consistent with the*
11 *purposes and provisions of this Act.*

12 SEC. 3. In the effectuation of this Act the Secretary
13 of Agriculture is authorized to cooperate with interested
14 State and local governmental agencies and others in the
15 development and management of the national forests.

16 SEC. 4. *As used in this Act, the following terms shall*
17 *have the following meanings:*

18 (a) "Multiple use" means: *The management of all the*
19 *various renewable surface resources of the national forests*
20 *so that they are utilized in the combination that will best*
21 *meet the needs of the American people; making the most*
22 *judicious use of the land for some or all of these resources*
23 *or related services over areas large enough to provide suf-*
24 *ficient latitude for periodic adjustments in use to conform*
25 *to changing needs and conditions; that some land will be*

1 *used for less than all of the resources; and harmonious and*
2 *coordinated management of the various resources, each with*
3 *the other, without impairment of the productivity of the land,*
4 *with consideration being given to the relative values of the*
5 *various resources, and not necessarily the combination of*
6 *uses that will give the greatest dollar return or the greatest*
7 *unit output.*

8 (b) *"Sustained yield of the several products and serv-*
9 *ices"* means the achievement and maintenance in perpetuity
10 *of a high-level annual or regular periodic output of the*
11 *various renewable resources of the national forests without*
12 *impairment of the productivity of the land.*

86TH CONGRESS
2D SESSION

S. 3044

[Report No. 1407]

A BILL

To authorize and direct that the national forests be managed under principles of multiple use and to produce a sustained yield of products and services, and for other purposes.

By Mr. ELLENDER

FEBRUARY 16 (legislative day, FEBRUARY 15), 1960
Read twice and referred to the Committee on
Agriculture and Forestry

MAY 23, 1960
Reported with amendments

5/26/60

10. COOPERATIVES; FARM CREDIT. Passed as reported S. 2977, to amend the Farm Credit Act of 1933 so as to provide for increased representation by regional banks for cooperatives on the board of directors of the Central Bank for Cooperatives. pp. 10392-3
11. LANDS; FORESTRY. Passed without amendment S. 3070, to provide for the removal of the restriction on use with respect to certain former Soil Conservation Service nursery lands in Morton County, N. Dak., conveyed to N. Dak. on July 20, 1955. p. 10393
- Passed over, at the request of Sen. Keating, S. 2583, to authorize the head of any executive agency to reimburse the owners and tenants of lands or interest therein for moving or other expenses incurred by such persons resulting from the acquisition of the property by the Federal Government. p. 10397
- Passed over, at the request of Sen. Bartlett, H. R. 7681, to provide for the transfer from Interior to this Department of certain authorities for the exchange or sale of forest land and timber. p. 10395
- Passed over, at the request of Sen. Bartlett, S. 3044, to authorize and direct that the national forests be managed under principles of multiple use and to produce a sustained yield of products and services. p. 10401
- Passed over, at the request of Sen. Bartlett, S. 1787, to regulate the misbranding, false advertising, and false invoicing of decorative hardwood or imitation hardwood products. p. 10401
- Began consideration of S. 1617, to provide for the adjustment of legislative jurisdiction exercised by the U. S. over land in the several States used for Federal purposes. p. 10404
2. TAXES; PROPERTY. Passed without amendment H. R. 9983, to extend for 2 years the period for which payments in lieu of taxes may be made with respect to certain real property transferred by the Reconstruction Finance Corporation and its subsidiaries to other Government departments. This bill will now be sent to the President. p. 10395
13. FOREIGN AID. Passed over, at the request of Sen. Bartlett, S. 3074, to provide for U. S. participation in the International Development Association. p. 10395
14. INFORMATION; SCIENCE. By a vote of 77 to 4, agreed to a resolution of ratification of an international agreement for facilitating the international circulation of visual and auditory materials of an educational, scientific, and cultural character. pp. 10364-84
15. RESEARCH. Passed without amendment S. 1235, to authorize the Secretary of Commerce to enter into contracts for the conduct of research in the field of meteorology. p. 10395
16. WOOL. Passed as reported H. R. 9322, to make permanent the existing suspension of duties on certain coarse wool. pp. 10399-400
17. PERSONNEL; PROPERTY. Passed as reported H. R. 9881, to extend for two years the existing provisions of law relating to the free importation of personal and household effects brought into the U. S. under Government orders. pp. 10400-1
18. LIBRARIES. Passed as reported S. 2830, to extend for 5 years the appropriation authorizations under the Library Services Act. pp. 10401-2

19. FARM WAGES. Sen. Williams, N. J., inserted an article which "adds new understanding to the desirability of improving farm wages and to what the consequences might be on food prices," and stated that the Labor Department has just completed a study which "concludes that a minimum wage for hired farmworkers is both feasible and desirable if the rates are set within appropriate limits." pp. 10407-8
20. PERSONNEL. The Post Office and Civil Service Committee voted to report (but did not actually report) the following bills: pp. D468-8
S. 1638, with amendment, to provide for an effective system of personnel administration for the executive branch of the Government;
H. R. 4595, with amendment, to clarify and make uniform certain provisions of law relating to special postage rates for educational, cultural, and library materials;
H. R. 4601, to amend the Act of September 1, 1954, in order to limit to cases involving the national security the prohibition on payment of annuities and retired pay to officers and employees of the U. S.;
H. R. 10996, to authorize the use of certified mail for the transmission or service of matter required by certain Federal laws to be transmitted by registered mail.
21. WATER RIGHTS. Sen. Kuchel discussed the rights of States to have jurisdiction over the water within their boundaries, criticized "the startling assertion by the U. S. Department of Justice that the Federal Government, not the State of California, owns all of the unappropriated water rights in the State," and inserted several items discussing this matter. pp. 10349-53
22. PALM OIL. Received from GSA a notice of the proposed disposition of approximately 37,609,878 pounds of palm oil now held in the national stockpile. p. 10329
23. MIGRATORY LABOR. Sen. Williams, N. J., inserted his statement urging the enactment of legislation to provide Federal assistance for the education of children of migratory workers. pp. 10335-6

ITEMS IN APPENDIX

24. AREA DEVELOPMENT. Extension of remarks of Rep. Gray stating that the people in his district "were all grieved when the President saw fit to veto the area redevelopment bill." pp. A4482-3
25. FLOOD CONTROL. Sen. Wiley inserted excerpts from his recent address before the National Rivers and Harbors Congress. p. A4483
26. FARM PROGRAM. Extension of remarks of Rep. Quie inserting a Grange Farm Reporter newsletter which discusses the Poage farm bill. pp. A4483-4
Rep. Poage commended and inserted an article "which gives a factual report of the farm situation," and "which shows very clearly just how a return to unlimited plantings would weaken our entire economy." pp. A4519-20
Rep. Hagen inserted an article by Chas. Shuman which states that "Agriculture's modern quest for the unattainable is the equally fruitless search for a 'sound, workable Government farm program.'" pp. A4533-4
27. RURAL COUNTIES. Sen. Mundt stated that a "considerable amount of support has developed" for his proposed bill which would create a Federal Commission to deal with the problems of small towns and rural areas in America, and inserted two articles on this subject. pp. A4486-7

of more than 6 months, there was a need to clarify and establish what was a foreign assignment for the purposes of this act. It should be noted that the exemptions provided for in this proposed legislation are for a further period of 2 years only, and at the end of that time another look will be taken and further improvements can be made if warranted.

BILLS PASSED OVER

The bill (S. 1787) to protect consumers and others against misbranding, false advertising, and false invoicing of decorative hardwood or imitation hardwood products was announced as next in order.

Mr. BARTLETT. Over, by request.

The PRESIDING OFFICER. The bill will be passed over.

The bill (S. 2998) to amend the Merchant Marine Act of 1936, in order to extend the life of certain vessels under the provisions of such act from 20 to 25 years was announced as next in order.

Mr. KEATING. Over, by request.

The PRESIDING OFFICER. The bill will be passed over.

The bill (S. 3044) to authorize and direct that the national forests be managed under principles of multiple use and to produce a sustained yield of products and services, and for other purposes was announced as next in order.

Mr. BARTLETT. Over, as not being calendar business.

The PRESIDING OFFICER. The bill will be passed over.

GORGAS MEMORIAL LABORATORY

The bill (S. 3179) to increase the authorization for appropriations for construction of facilities for the Gorgas Memorial Laboratory was considered, ordered to be engrossed for a third reading, read the third time, and passed, as follows:

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That section 4 of the Act of May 7, 1928, as added by section 2 of the Act of September 21, 1959 (73 Stat. 573), is amended by striking out "\$250,000" and inserting in lieu thereof "\$500,000".

STUDY OF DISCHARGE OF SUBSTANCES FROM EXHAUSTS OF MOTOR VEHICLES

The bill (H.R. 8238) to authorize and direct the Surgeon General of the Public Health Service to make a study and report to Congress, from the standpoint of the public health, of the discharge of substances into the atmosphere from the exhausts of motor vehicles was considered, ordered to a third reading, read the third time, and passed.

PRACTICAL NURSE TRAINING

The Senate proceeded to consider the bill (S. 3025) to amend title II of the Vocational Education Act of 1956, relating to practical nurse training, and for other purposes, which had been reported from the Committee on Labor and Public Welfare, with an amendment, on page 3, line 1, after the word "Section",

to strike out "201(c)" and insert "210(e)", so as to make the bill read:

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That this Act may be cited as "The Practical Nurse Training Extension Act of 1960".

SEC. 2. Section 201 of the Vocational Education Act of 1946 (20 U.S.C. 15aa) is amended to read as follows:

"Sec. 201. There is hereby authorized to be appropriated for the fiscal year ending June 30, 1957, and for each of the next eight fiscal years a sum not to exceed \$5,000,000, for grants to States with State plans for practical nurse training approved pursuant to section 203."

SEC. 3. Section 202 of the Vocational Education Act of 1946 (20 U.S.C. 15bb) is amended—

(1) by striking out the title of such section and inserting in lieu thereof the following: "GRANTS TO STATES FOR PRACTICAL NURSE TRAINING";

(2) by striking out "and" after "title I" in the first sentence and inserting in lieu thereof a comma, and by inserting after "(20 U.S.C. 32-33)" a comma and "and the Act of August 1, 1956 (20 U.S.C. 34)";

(3) by inserting "or Guam" after "Virgin Islands" in the second sentence; and

(4) by striking out "three fiscal years" in the last sentence and inserting in lieu thereof "seven fiscal years".

SEC. 4. Subsection (a) of section 203 of the Vocational Education Act of 1946 (20 U.S.C. 15cc(a)) is amended—

(1) by striking out the part of the first sentence preceding clause (1) and inserting in lieu thereof "To be approvable under this title, a State plan for practical nurse training shall—"; and

(2) by striking out the part of clause (3) preceding "practical nurse training" and inserting in lieu thereof the following:

"(3) show the plans, policies, and methods to be followed in providing".

SEC. 5. Section 210(e) of the Vocational Education Act of 1946 (20 U.S.C. 15jj(e)) is amended to read as follows:

"(e) the term 'State' includes the Virgin Islands, Guam, Puerto Rico, and the District of Columbia."

SEC. 6. The amendments made by this Act shall become effective July 1, 1960.

The amendment was agreed to.

The bill was ordered to be engrossed for a third reading, read the third time, and passed.

AMENDMENT OF LIBRARY SERVICES ACT

The Senate proceeded to consider the bill (S. 2830) to amend the Library Services Act in order to extend for 5 years the authorization for appropriations, and for other purposes, which had been reported from the Committee on Labor and Public Welfare, with amendments, on page 2, after line 2, to insert a new section, as follows:

SEC. 2. Section 4 of the Library Services Act (20 U.S.C. 353) is amended by striking out subsection (b) and by striking "(a)" after "SEC. 4."

At the beginning of line 6, to change the section number from "2" to "3"; at the beginning of line 18, to change the section number from "3" to "4"; in line 19, after the word "amended", to insert "by inserting '(1)' after '(d)'; in line 23, after the word "Islands", to insert "and by adding at the end thereof the following new paragraph:

"(2) Promulgations made before satisfactory data are available from the Department of Commerce for a full year on the per capita income of Alaska shall prescribe a Federal share for Alaska of 66 per centum and, for purposes of such promulgations, Alaska shall not be included in determining the per capita income of all of the States. Promulgations made thereafter but before per capita income data for Alaska for a full three-year period are available from the Department of Commerce shall be based on satisfactory data available therefrom for Alaska for such one full year, or, when such data are available for a two-year period, for such two years."; on page 3, at the beginning of line 11, to change the section number from "4" to "5"; and after line 13, to insert a new section, as follows:

SEC. 6. The amendments made by section 2 of this Act shall be effective in the case of allotments from sums appropriated under section 3 of the Library Services Act for any fiscal year beginning after June 30, 1961, except that no payment shall be made to any State from its allotment under section 4 of such Act for the fiscal year ending June 30, 1962, until its allotment for any preceding year has been exhausted or ceased to be available. The amendments made by sections 3 and 4 of this Act shall be effective in the case of promulgations of Federal shares under the Library Services Act made after the enactment of this Act.

So as to make the bill read:

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That section 3 of the Library Services Act (20 U.S.C. 352) is amended by striking out "four succeeding fiscal years" and inserting in lieu thereof "nine succeeding fiscal years".

SEC. 2. Section 4 of the Library Services Act (20 U.S.C. 353) is amended by striking out subsection (b) and by striking "(a)" after "SEC. 4."

SEC. 3. Section 6(c) of the Library Services Act (20 U.S.C. 355(c)) is amended to read as follows:

"(c) For the purposes of this section the 'Federal share' for any State shall be 100 per centum less the State percentage and the State percentage shall be that percentage which bears the same ratio to 50 per centum as the per capita income of such State bears to the per capita income of all the States (excluding Puerto Rico, Guam, and the Virgin Islands), except that (1) the Federal share shall in no case be more than 66 per centum or less than 33 per centum, and (2) the Federal share for Puerto Rico, Guam, and the Virgin Islands shall be 66 per centum."

SEC. 4. Section 6(d) of the Library Services Act (20 U.S.C. 355(d)) is amended by inserting "(1)" after "(d)", by striking out "the States and of the continental United States (excluding Alaska)" and inserting in lieu thereof "each of the States and of all of the States (excluding Puerto Rico, Guam, and the Virgin Islands)," and by adding at the end thereof the following new paragraph:

"(2) Promulgations made before satisfactory data are available from the Department of Commerce for a full year on the per capita income of Alaska shall prescribe a Federal share for Alaska of 66 per centum and, for purposes of such promulgations, Alaska shall not be included in determining the per capita income of all of the States. Promulgations made thereafter but before per capita income data for Alaska for a full three-year period are available from the Department of Commerce shall be based on satisfactory data

available therefrom for Alaska for such one full year, or, when such data are available for a two-year period, for such two years."

SEC. 5. Section 9(a) of the Library Services Act (20 U.S.C. 358(a)) is amended by striking out "Alaska, Hawaii,".

SEC. 6. The amendments made by section 2 of this Act shall be effective in the case of allotments from sums appropriated under section 3 of the Library Services Act for any fiscal year beginning after June 30, 1961, except that no payment shall be made to any State from its allotment under section 4 of such Act for the fiscal year ending June 30, 1962, until its allotment for any preceding year has been exhausted or ceased to be available. The amendments made by sections 3 and 4 of this Act shall be effective in the case of promulgations of Federal shares under the Library Services Act made after the enactment of this Act.

Mr. KEATING. Mr. President, extension of the Library Services Act is essential if the important constructive activities made possible by this statute are to continue. Prolonging the life of this law is necessary if we are to carry on the great effort to bring better public library service to the rural areas of the Nation.

Sound public library service, freely available to every citizen of the United States, is a fundamental goal in our unending search for means to strengthen the educational and cultural powers of our country. Today's complex and rapidly changing society demands that every citizen have access to the knowledge and learning which can come only through well-stocked libraries.

It is true, of course, that primary direction and responsibility for library matters should rest with local authorities and with local governments. But I believe that above and beyond that, this is an area where the Federal Government has a very definite, if limited, obligation also. The Federal Government should provide incentives and stimulation for the States to provide finer book service in their nonurban areas.

This measure seeks to extend the program which has already been so successful in encouraging additional activity at the State level by means of Federal participation. It is hoped eventually that this burden can be completely shouldered by the States, without further help from the Federal Government. But for the moment, the record of accomplishment already made possible by this program is impressive.

It is estimated that by June 30, 1961, when the present act is due to expire, some 4 million citizens in 169 counties and townships will be receiving library service for the first time. Another 32 million are benefiting from improved library services.

I have noted with particular interest the impact of this program on New York State: 2,763,362 people in my State—more than in any other State—are receiving improved or extended service under the Library Services Act. I ask unanimous consent that the statistics from the committee report on this bill, concerning the effect of this law on New York State, be printed at this point in the RECORD.

There being no objection, the statistics were ordered to be printed in the RECORD, as follows:

New York statistical summary

Fiscal year	Federal allotment	Federal payment	State and local matching
1957-----	\$40,000	\$40,000	\$527,830
1958-----	153,034	164,365	920,011
1959-----	191,482	191,482	1,408,368
1960-----	249,152	249,152	1,298,418

	Number
Counties now receiving library service which were unserved prior to program-----	0
People in these counties to whom service is now available-----	0
Counties with some service prior to program now receiving improved or extended service-----	57
People in these counties to whom this service is available-----	2,763,362
Bookmobiles purchased under program-----	1

SUMMARY OF PROGRESS

Seven field advisory positions were added, including specialists in young adult, reference, and children's services. A demonstration bookmobile was used in development of library systems. Other significant developments: a communication network by telephone and teletypewriter among local and regional libraries and State library; a substantial scholarship program; 51 regional workshops particularly in reference and children's library work; 6 film circuits and a central collection of recordings developed.

Mr. KEATING. Mr. President, I ask also unanimous consent to have printed at this point in the RECORD an excellent editorial from the New York Times of February 12, 1960, setting forth the need for this legislation.

There being no objection, the editorial was ordered to be printed in the RECORD, as follows:

[From the New York Times, Feb. 12, 1960]

FOR RURAL LIBRARIES

Public Law 84-597, which expires June 30, 1961, is known as the Library Services Act. It was enacted in 1956 to provide such services to rural areas of the United States. The act authorized \$7,500,000 annually for 5 years for grants-in-aid to the States.

Behind these sentences lie 4 years of constructive activity by the State library extension agencies, which by means of State and Federal moneys have brought library services to 30 million Americans in communities of 10,000 or less that never had any library service or enjoyed only inadequate services. The Library Services Act has brought to Alabama four new regional libraries, to Idaho the first trained administrator for the State library, to Mississippi a statewide conference on book selection, to Ohio bookmobile grants to five counties, to West Virginia centralized book-ordering services.

The multiplicity of libraries in the great urban centers dulls the senses to the want of the rural areas. In order to help the rural areas continue their newly established services S. 2830 has been introduced in Congress. This bill is an amendment to the Library Services Act. Its purpose is to extend for 5 more years the authorization for appropriations in order to continue the services already developed and also to bring them to at least 40 million people who as yet have not received them. Unless S. 2830 is acted on favorably in this Congress there will be no consideration for funds for li-

brary services for the 1961-62 fiscal year. It is hoped that this bill, which has the backing of 52 Senators, will find the remaining support necessary for enactment.

Mr. KEATING. Mr. President, many of us who live in cities tend to overlook the importance of adequate library service in our rural areas. Because of the normal wealth of libraries in our urban centers we may forget that in certain areas of the country books simply are not available to our citizens.

The Library Services Act provides the vehicle for remedying this serious deficiency in the cultural and educational effort of the United States. The impressive results so far achieved auger well for continued success if this act is extended. I hope the Senate will give its vote of approval to this fine program.

The amendments were agreed to. The bill was ordered to be engrossed for a third reading, read the third time, and passed.

PERMISSIBLE WRITING AND PRINTING ON THIRD- AND FOURTH-CLASS MATTER

The bill (S. 3420) to provide further for permissible writing and printing on third- and fourth-class matter, and for other purposes was considered, ordered to be engrossed for a third reading, read the third time, and passed, as follows:

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That there may be enclosed with, attached to, or endorsed upon third- and fourth-class mail, either in writing or otherwise, the instructions and directions for the use thereof.

Mr. JOHNSTON of South Carolina. Mr. President, I ask unanimous consent to have printed in the RECORD at this point as a part of my remarks a statement explaining the bill.

There being no objection, the statement was ordered to be printed in the RECORD, as follows:

STATEMENT BY SENATOR JOHNSTON OF SOUTH CAROLINA RE S. 3420

In practice, present postal law discriminates against medicines prescribed by a physician and compounded by a druggist as compared with patent medicines when sent through the mails to a patient.

The inequitable situation is quite simple: The patent medicine because of having printed directions and instructions as to use qualifies for entry into the mails at the parcel post or other preferential rate. However, the prescription because of having either typed or written directions and instructions as to use enters the mail as first-class matter at the highest established postal rate.

The Post Office Department has advised the committee that the postage rate on prescriptions mailed as first-class matter is approximately 2½ times the rate of patent medicines mailed as fourth-class matter. The bill is designed to remove this inequity by permitting both to be mailed at the fourth-class rate.

JOINT RESOLUTION AND BILL PASSED OVER

The joint resolution (S.J. Res. 127) to help make available to those children in our country who are handicapped by

House of Representatives

THURSDAY, JUNE 2, 1960

The House met at 12 o'clock noon.

The Venerable Allen R. Day, archdeacon of the diocese of Harrisburg and rector of Mount Calvary Episcopal Church, Camp Hill, Pa., offered the following prayer:

Almighty and Eternal God, the Creator of mankind, make us mindful of our high calling and the duties entrusted to our care, of the enormity of our tasks and the shortness of life in achieving them. Bless our land with good manners, high ideals, and sound learning. Help us to guard the liberty and freedom entrusted to our care, remembering well the cost in blood that was sacrificed to create and sustain this Nation. Bless those who guide our Government through these troubled times, so that there may be justice and peace at home and praise of us among the nations of the world. In our prosperity fill our hearts with thankfulness and in our adversity let not our trust fail in Thee. All this we ask in the name of God in whom we trust and His Son, Jesus Christ our Lord. Amen.

THE JOURNAL

The Journal of the proceedings of yesterday was read and approved.

MESSAGE FROM THE PRESIDENT

A message in writing from the President of the United States was communicated to the House by Mr. Ratchford, one of his secretaries, who also informed the House that on June 1, 1960, the President approved and signed bills and joint resolutions of the House of the following titles:

H.R. 4029. An act to amend the Internal Revenue Code of 1954 to eliminate the pro-ration of the occupational tax on persons dealing in machineguns and certain other firearms, to reduce occupational and transfer taxes on certain weapons, to make the transferor and transferee jointly liable for the transfer tax on firearms, and to make certain changes in the definition of a firearm;

H.R. 9308. An act to extend until June 30, 1963, the suspension of duty on imports of crude chicory and the reduction in duty on ground chicory;

H.R. 9465. An act to authorize the loan of one submarine to Canada and the extension of a loan of a naval vessel to the Government of the Republic of China;

H.R. 9818. An act to provide for the conveyance of certain real property of the United States to the State of Florida;

H.R. 10809. An act to authorize appropriations to the National Aeronautics and Space Administration for salaries and expenses, research and development, construction and equipment, and for other purposes;

H.J. Res. 502. Joint resolution authorizing the erection in the District of Columbia of a memorial to Mary McLeod Bethune;

H.J. Res. 546. Joint resolution authorizing the Architect of the Capitol to present to the Senators and Representative in the Con-

gress from the State of Hawaii the official flag of the United States bearing 50 stars which is first flown over the west front of the U.S. Capitol; and

H.J. Res. 640. Joint resolution to authorize and request the President to issue a proclamation in connection with the centennial of the birth of General of the Armies John J. Pershing.

MESSAGE FROM THE SENATE

A message from the Senate by Mr. McGown, one of its clerks, announced that the Senate had passed with amendments, in which the concurrence of the House is requested, a bill of the House of the following title:

H.R. 10087. An act to amend the Internal Revenue Code of 1954 to permit taxpayers to elect an overall limitation on the foreign tax credit.

CORRECTION OF VOTE

Mr. WAINWRIGHT. Mr. Speaker, on rollcall No. 113 on yesterday I am recorded as not voting. I was present and voted "nay." I ask unanimous consent that the Record and Journal be corrected accordingly.

The SPEAKER. Is there objection to the request of the gentleman from New York?

There was no objection.

CALL OF THE HOUSE

Mr. BURKE of Kentucky. Mr. Speaker, I make the point of order that a quorum is not present.

The SPEAKER. Evidently a quorum is not present.

Mr. McCORMACK. Mr. Speaker, I move a call of the House.

A call of the House was ordered.

The Clerk called the roll, and the following Members failed to answer to their names:

[Roll No. 114]

Allen	Gray	Passman
Anderson,	Gubser	Pelly
Mont.	Hagen	Pfost
Ashmore	Inouye	Philbin
Barden	Jackson	Pilcher
Blitch	Jones, Mo.	Pillion
Carnahan	Kasam	Powell
Celler	Kilbuck	Randall
Coad	Kitchin	Saund
Cook	Loser	Scott
Corbett	McDonough	Sisk
Dawson	Macdonald	Steed
Diggs	Meador	Taylor
Donohue	Metcalf	Teague, Tex.
Doyle	Miller, Clem	Teller
Durham	Mitchell	Udall
Feighan	Montoya	Williams
Flynn	Morris, Okla.	Wilson
Flynt	Nelsen	
Forand	O'Brien, N.Y.	

The SPEAKER. On this rollcall 374 Members have answered to their names, a quorum.

By unanimous consent, further proceedings under the call were dispensed with.

ADMINISTRATION OF NATIONAL FORESTS FOR MULTIPLE USE AND SUSTAINED YIELD

Mr. COLMER. Mr. Speaker, by direction of the Committee on Rules, I call up House Resolution 527 and ask for its immediate consideration.

The Clerk read the resolution, as follows:

Resolved, That upon the adoption of this resolution it shall be in order to move that the House resolve itself into the Committee of the Whole House on the State of the Union for the consideration of the bill (H.R. 10572) to authorize and direct that national forests be managed under principles of multiple use and to produce a sustained yield of products and services, and for other purposes. After general debate, which shall be confined to the bill, and shall continue not to exceed two hours, to be equally divided and controlled by the chairman and ranking minority member of the Committee on Agriculture, the bill shall be read for amendment under the five-minute rule. At the conclusion of the consideration of the bill for amendment, the Committee shall rise and report the bill to the House with such amendments as may have been adopted, and the previous question shall be considered as ordered on the bill and amendments thereto to final passage without intervening motion except one motion to recommit.

Mr. COLMER. Mr. Speaker, I yield 30 minutes to the gentleman from Idaho [Mr. BUDGE]; and at this time yield myself such time as I may consume.

Mr. Speaker, House Resolution 527 provides for the consideration of H.R. 10572 to authorize and direct that national forests be managed under principles of multiple use and to produce a sustained yield of products and services, and for other purposes. The resolution provides for an open rule, with 2 hours of general debate.

The purpose of H.R. 10572 is to provide a direction to the Secretary of Agriculture to administer the national forests for multiple use and sustained yield of their several products and services. It would name in a single statute the renewable surface resources for which the national forests are established and shall be administered.

In the effectuation of the act, the Secretary of Agriculture would be authorized to "cooperate with State and local agencies and others," which expression of authority should be construed as encouragement to the Secretary of Agriculture to stimulate State and local agencies and others to cooperate in the development and management of the national forests, particularly where benefits to the local community and local use are great.

It is made clear that nothing in the bill would affect the authority which the Secretary of the Interior has with respect to the mineral resources in the na-

tional forest lands. Thus, the bill would not impair mining operations and activities under the authorities which the Secretary of the Interior has with respect to such mineral resources.

Although the bill lists wildlife and fish among the purposes for which the national forests are established and administered, it should be understood that the enactment of the bill would not in any way affect the jurisdiction or responsibilities of the several States and their wildlife and fish agencies with respect to wildlife and fish in the national forests.

The act of June 4, 1897 (30 Stat. 35), refers both to watersheds and timber as purposes for which the national forests are established. Through the years by a number of congressional enactments, including appropriations for carrying out specific activities and functions, through court decisions, and through policy directives and statements, the management of the national forests under the principle of multiple use has been thoroughly recognized and accepted. The application of the principle of sustained-yield management has also been thoroughly established. It is thus desirable that the Secretary of Agriculture have a directive to administer the national forests under the dual principles of multiple use and sustained yield.

"Multiple use," as followed by the Forest Service, means the management of all the various renewable surface resources of the national forests so that they are utilized in the combination that will best meet the needs of the American people. It means making the most judicious use of the land for some or all of these resources or related services over areas large enough to provide sufficient latitude for periodic adjustments in use to conform it to changing needs and conditions. It does not mean using every acre of land for all of the various uses, nor does it preclude managing some areas for less than all uses when necessary. Nor does it necessarily mean the combination of uses that will give optimum dollar returns or optimum unit output. Rather, it means harmonious and coordinated management of the various resources each with the other without impairment of the productivity of the land.

Sustained yield of the several products and services of the national forests means the achievement and maintenance in perpetuity of a high-level annual or regular periodic output of the various renewable resources without impairment of the productivity of the land.

The national forests yield to the Nation invaluable benefits from all of the resources enumerated in the bill. One of the basic concepts of multiple use is that all of these resources in general are entitled to equal consideration, but in particular or localized areas relative values of the various resources will be recognized.

The bill, however, would neither upgrade nor downgrade any resource, and the enumeration of the resources in the bill is by broad categories.

Enactment of the bill would entail no additional costs.

Mr. Speaker, I urge the adoption of House Resolution 527.

Mr. Speaker, I reserve the balance of my time.

Mr. BUDGE. Mr. Speaker, I yield myself such time as I may consume.

Mr. Speaker, I think this is very healthy legislation. It is a short and concise statement of the policies of the Forest Service of the Department of Agriculture extending over a great many years.

I think the Committee on Agriculture is to be commended for the statement which it has now placed in concrete form so that all may know what are to be the policies of the Department of Agriculture and the Forest Service in the management of our national forests in the future.

Mr. Speaker, I yield such time as he may consume to the gentleman from Pennsylvania [Mr. GAVIN].

Mr. GAVIN. Mr. Speaker, since coming to the Congress and for many years previous, I have been intensely interested in all matters affecting the national forests and more particularly the Allegheny National Forest in my district.

This interest stems from many sources. Gifford Pinchot, of Pennsylvania, the first Chief of the U.S. Forest Service, was untiring in his efforts to develop a national forest system that would serve the American people. There is a great national forest in the State of Washington named in his honor. The Department of Agriculture and the American people can be proud of the bureau of Government which he helped to establish and which today operates under the same basic principles of service. The men of the Forest Service are dedicated to the task and are worthy of the confidence, respect, and support that has been given them by Congress throughout the years.

H.R. 10572, the bill we are considering today, is another forward step by Congress to assure the Forest Service and the citizens of this Nation that we stand squarely behind them in the wise and efficient management of these great public properties. The introduction of over 50 identical bills by my colleagues in the House and the fine support by many of our members at the House Agriculture Committee hearings is further proof that interest runs high in matters affecting the future of our 151 national forests.

There is no need for me to point out to you Members the increasing demands for timber, pulpwood, water, forage, recreation, and wildlife by an economy that is growing by leaps and bounds. With a new citizen being born every 11 seconds a new demand is made on the natural resources of our forests. An example of the greater use of a forest resource is in the per capita consumption of paper and paper products. In 1900 each person used less than 50 pounds of paper a year. Now every man, woman, and child in America uses over 400 pounds each year. Paper comes principally from woodpulp and woodpulp comes from the millions of trees that must be grown and cut each year to produce it. There are over 6,000 other uses for wood.

Water, meat, wool, and game are other valuable products of the national forests.

Last year some 1½ million people visited the Allegheny National Forest in Pennsylvania. They came from surrounding areas and sister States to camp, picnic, hunt, fish, and enjoy the scenic beauty of the forest. The products and services of this forest were a source of income, satisfaction, and pleasure to our people and to thousands of people outside our State.

The impact of recreation use of the Allegheny National Forest is so great that the Forest Service is now studying this phase of multiple use at a recently established Forest Recreation Research Station at Warren, Pa. What is learned there will be helpful in handling this use of the Nation's forests throughout the East.

The substantial progress in the development and use of our national forests over the past 50 years was no accident. The Congress, leaders in industry, conservation organizations, and millions of Americans have made helpful contributions. The principles of managing these forests for the many products they provide have been widely accepted. Likewise, the policy of managing the resources for a sustained yield of products without destroying the productivity of the land on which they occur is logical and generally accepted.

It is timely that Congress again recognize the past accomplishments of our Forest Service in the administration of our national forests. It is imperative that this recognition be in the form of a single statute that recognizes that multiple use and sustained yield are principles of good management to which we wholeheartedly subscribe. It is important, too, that Congress name in a single statute the natural resources that are being managed—something that has not been done in past legislation.

Passage of H.R. 10572 will give this recognition. It will provide the policy statement and directive that we want the national forests to continue to be forests that serve our people on a multiple-purpose basis. This legislation is a new charter by the Congress, an unmistakable assurance that through multiple use and sustained yield principles of management, our great national forests can continue to service our people well and can continue to provide the resources, goods, and services that will be so much in demand in the years ahead.

(Mr. GAVIN asked and was given permission to revise and extend his remarks.)

Mr. BUDGE. Mr. Speaker, I know of no opposition to the rule. I have no further requests for time. I yield back the balance of my time.

Mr. COLMER. Mr. Speaker, I yield such time as he may desire to the gentleman from Florida [Mr. MATTHEWS].

(Mr. MATTHEWS asked and was given permission to extend his remarks at this point in the Record.)

Mr. MATTHEWS. Mr. Speaker, I am delighted to rise in support of this rule and of H.R. 10572, the bill to authorize and direct that the national forests be

managed under principles of multiple use and to produce a sustained yield of products and services, and for other purposes. This bill is similar to my bill, H.R. 10858. As a member of the House Committee on Agriculture, Subcommittee on Forestry, I want to congratulate the chairman of our subcommittee, the gentleman from Alabama [Mr. GRANT], for bringing this matter to the floor for consideration.

The purpose of this bill, Mr. Speaker, is to provide direction to the Secretary of Agriculture to administer the national forests for multiple use and sustained yield of their several products and services. The bill states specifically that it is a policy of Congress that the national forests are established and shall be administered for outdoor recreation, range, timber, watershed, and wildlife and fish purposes. It should be emphasized that this bill if enacted into law will not in any way mean a departure from the management policies of the Department of Agriculture that have been in effect in the national forests during the past few years. Rather, it would seem to me that the purpose of the bill is to name in a single statute the renewable surface resources for which the national forests are established and how they shall be administered. I am sure that it is the intention of the Department of Agriculture, as a result of our hearings, to keep in mind the various problems of the localities in which the forests are located as they carry out the administration of the national forests. For example, in my district, the Eighth Congressional District of Florida, we have the Osceola National Forest. One of the purposes of the forest is to make possible a variety of uses for the timber that is produced. One of the uses is naval store production, and this has meant much to the people in my district. This industry is vitally important to a large segment of the people in the southeastern United States. During the hearings on this measure, officials of the Department of Agriculture assured me that there would be no change in the policy of the administration of the Osceola National Forest. Our people will still be able to lease timber in the forest for naval stores production. They will be able to get timber for sawmills, for telephone poles, for pulp and paper production, and for a variety of other uses.

The Osceola National Forest has meant much to the people of Baker and Columbia Counties in my district. Revenues from the forests that have been returned to the counties in lieu of taxes have amounted to many thousands of dollars. In Baker County at the present time, some of these moneys are being held for the development of a vitally needed recreational program in the county.

I am pleased that this bill points out that the national forests shall be administered for outdoor recreation, range, timber, watershed, and wildlife and fish purposes. Again, to be specific insofar as the Osceola National Forest in my district is concerned, I think we can and will have greater opportunities in this beautiful forest for recreation, for wild-

life and fish purposes, and for the other facets of the multiple use program.

The national forests of the United States are great national assets and are found in 41 States and in Puerto Rico. There are 181 million acres of national forest land grouped into 151 national forests. The timber, forage, and land alone are appraised at well over \$7 billion. More than half of the commercial forest land in the West occurs on the national forests. One-third of the Nation's big game is found within their boundaries. One-fifth of the Nation's sheep and one-eighth of the Nation's cattle graze national forest ranges. National forests are major sources of water for 1,800 towns and cities, including major western metropolitan areas. Many millions of people seek the national forests each year for rest, relaxation, and spiritual uplift.

In the Eighth Congressional District we have the Southeastern Forestry Experiment Station and the Naval Stores Research Station, located in Baker and Columbia Counties. The experienced and able scientists at these installations have done a magnificent job in promoting the best of forest practices and in finding new uses for naval stores products. I want to salute them, the Forest Service, and the Department of Agriculture, for doing what I consider to be a very fine job in the administration of, and the promotion of our national forests. I believe that this bill that we are now considering will not give the Forest Service any new authority, but will be a simple declaration of the authority that has existed, and will uphold their hands in the most objective and efficient administration of our national forests, not for the sole use of any one specific group, but for the good of the whole community and the whole Nation.

Mr. COLMER. Mr. Speaker, I yield such time as he may desire to the gentleman from Colorado [Mr. ASPINALL].

Mr. ASPINALL. Mr. Speaker, I ask unanimous consent to insert in the RECORD certain correspondence at the conclusion of my statement on the bill to follow.

The SPEAKER. Without objection, it is so ordered.

There was no objection.

Mr. COLMER. Mr. Speaker, I have no further requests for time.

Mr. Speaker, I move the previous question on the resolution.

The previous question was ordered.

The resolution was agreed to.

A motion to reconsider was laid on the table.

CONSOLIDATED FARMERS HOME ADMINISTRATION ACT OF 1960

Mr. THORNBERRY. Mr. Speaker, by direction of the Committee on Rules, I call up House Resolution 528 and ask for its immediate consideration.

The Clerk read as follows:

Resolved, That upon the adoption of this resolution it shall be in order to move that the House resolve itself into the Committee of the Whole House on the State of the Union for the consideration of the bill (H.R. 11761) to simplify, consolidate, and improve

the authority of the Secretary of Agriculture with respect to loans to farmers and ranchers, and for other purposes, and all points of order against said bill are hereby waived. After general debate, which shall be confined to the bill and continue not to exceed two hours, to be equally divided and controlled by the chairman and ranking minority member of the Committee on Agriculture, the bill shall be read for amendment under the five-minute rule. At the conclusion of the consideration of the bill for amendment, the Committee shall rise and report the bill to the House with such amendments as may have been adopted and the previous question shall be considered as ordered on the bill and amendments thereto to final passage without intervening motion except one motion to recommit.

Mr. THORNBERRY. Mr. Speaker, I yield myself such time as I may consume, following which I yield 30 minutes to the gentleman from Idaho [Mr. BUDGE].

Mr. Speaker, House Resolution 528 provides for the consideration of H.R. 11761 to simplify, consolidate, and improve the authority of the Secretary of Agriculture with respect to loans to farmers and ranchers, and for other purposes. The resolution provides for an open rule, waiving points of order, with 2 hours of general debate.

H.R. 11761 was introduced in lieu of H.R. 7628 after hearings on the earlier bill and consideration of recommended changes therein. An examination was made of the maze of existing laws under which the Secretary of Agriculture is authorized to make and insure loans to farmers who are unable to secure necessary agricultural credit from private or cooperative sources. These existing provisions and the provisions of the bill were considered in the light of present-day agricultural problems creating the need for such credit. Following the open hearings, the full committee devoted 6 days of executive sessions to consideration of the bill and then ordered the introduction of H.R. 11761 embodying numerous amendments.

The last prior overall consideration and revision of such authorities led to the enactment of the Farmers Home Administration Act in 1946, which included a revision and reenactment of the Bankhead-Jones Farm Tenant Act of 1937. Since then the Congress enacted several complex and piecemeal amendments to the basic law, providing among other things substantial new authority for loans for farm dwellings and other farm buildings—in the Housing Act of 1949—and several different types of emergency credit. The result has been an unnecessarily complicated legislative base for this type of credit.

The bill provides for credit services to be made available primarily for family-type farms. While there is some need for credit for the acquisition of land which would not by itself constitute a family-size farm, as authorized by existing law, it is not the intention of this legislation to foster a general program to finance the acquisition of units too small for successful farming operation. However, there are instances where the acquisition of a small tract will permit the owner to conduct bona fide farming op-

erations with the use of other land resources and some nonfarm employment. A good example is the acquisition of headquarters units in grazing areas where grazing leases or permits are used to complete an economic unit. The requirement that applicants for purchase loans must derive their principal income from farming and that the applicant must have farm background and recent farm experience will limit this assistance to bona fide farmers.

The provisions of the bill authorizing operating loans establish the same eligibility requirements as for real estate loans to individuals with the exception that operating loans may be made to persons who will operate their farms as tenants, as well as to farmowners. The bill contains no changes in loan purposes or loan terms, except that the maximum total indebtedness for operating loans to any one borrower cannot exceed \$30,000, instead of the ceiling of \$20,000 under existing law; and that 25 percent, instead of the present 10 percent, of the money available annually for operating loans may be used for loans which cause the individual borrower's indebtedness for such loans to exceed \$10,000.

The basic concept of the emergency loan provisions of the bill is to authorize the Secretary to make such loans available promptly to meet the general need for agricultural credit which has become restricted in an area by reason of the occurrence of a natural disaster or severe production losses.

Disaster loans would be made for the same purposes as real estate type loans and the same as loans for operating purposes. The terms of the loans would also be comparable, except that under section 304 emergency-loan interest rates are not to exceed 3 percent. This is the existing statutory rate except for the 5 percent special livestock loans. It is the same as small business disaster loans.

Section 303 places a new \$50,000 limit of unpaid principal emergency loan indebtedness, except for supplemental loans to borrowers presently indebted for emergency-type loans when necessary to accomplish orderly repayment or liquidation of their obligations. On supplemental loans neither the \$50,000 limitation nor the time limitation will apply. The \$50,000 limit, the Committee on Agriculture believes, will not seriously handicap the availability of emergency credit. With this emergency assistance, other creditors should be willing to continue a portion of the borrower's line of credit until he can recover financially from the effects of the disaster. It must be recognized, of course, that emergency loans are made only to established farmers and ranchers, including corporations and partnerships, and that most operations which require a line of credit in excess of \$50,000 of Federal money would normally expect to retrench and convert some of their assets temporarily into operating capital.

Administrative provisions and provisions applicable to all types of loans which are described in title IV compare substantially with the provisions of title IV of the Bankhead-Jones Farm Tenant Act.

H.R. 11761 constitutes a comprehensive and adequate basis for the credit programs now available through the Farmers Home Administration, which will be continued substantially in the present area of serving those farmers who cannot secure credit to meet their needs from private and cooperative sources on reasonable terms and conditions, and who will graduate or return to such other sources of credit as soon as their obligations have been reduced or their net worth is raised to the point where they are eligible for conventional credit.

There is a need to simplify the operations of the Farmers Home Administration which have become unduly complicated by the many statutory authorities under which it operates.

Mr. Speaker, I urge the adoption of House Resolution 528.

Mr. BUDGE. Mr. Speaker, I have no requests for time.

Mr. THORNBERRY. Mr. Speaker, I move the previous question.

The previous question was ordered.

The resolution was agreed to.

A motion to reconsider was laid on the table.

WASHINGTON METROPOLITAN AREA TRANSIT REGULATION COMPACT

Mr. SMITH of Virginia. Mr. Speaker, I call up House Resolution 543 and ask for its immediate consideration.

The Clerk read the resolution, as follows:

Resolved, That upon the adoption of this resolution it shall be in order to move that the House resolve itself into the Committee of the Whole House on the State of the Union for the consideration of the resolution (H.J. Res. 402) granting the consent and approval of Congress for the States of Virginia and Maryland and the District of Columbia to enter into a compact related to the regulation of mass transit in the Washington, District of Columbia, metropolitan area, and for other purposes, and all points of order against said resolution are hereby waived. After general debate, which shall be confined to the resolution and continue not to exceed one hour, to be equally divided and controlled by the chairman and ranking minority member of the Committee on the Judiciary, the resolution shall be read for amendment under the five-minute rule. At the conclusion of the consideration of the resolution for amendment, the Committee shall rise and report the resolution to the House with such amendments as may have been adopted and the previous question shall be considered as ordered on the resolution and amendments thereto to final passage without intervening motion except one motion to recommit.

Mr. SMITH of Virginia. Mr. Speaker, this resolution makes in order the consideration of House Joint Resolution 402, which is reported from the Committee on the Judiciary. The purpose of the joint resolution is to give the consent of the Congress to a compact between the States of Maryland and Virginia and the District of Columbia to set up a regulatory body for the control of transit among the three jurisdictions, which is now subject to varying organizations from both States and the District of Columbia. They are now under four different types of regulation. The opera-

tion is to put them all under one type of regulation.

Mr. Speaker, I yield 30 minutes to the gentleman from Idaho [Mr. BUDGE].

Mr. BUDGE. Mr. Speaker, I have no requests for time.

Mr. SMITH of Virginia. Mr. Speaker, I move the previous question.

The previous question was ordered.

The resolution was agreed to.

A motion to reconsider was laid on the table.

ADMINISTRATION OF NATIONAL FORESTS FOR MULTIPLE USE AND SUSTAINED YIELD

Mr. COOLEY. Mr. Speaker, I move that the House resolve itself into the Committee of the Whole House on the State of the Union for the consideration of the bill (H.R. 10572) to authorize and direct that the national forests be managed under principles of multiple use and to produce a sustained yield of products and services, and for other purposes.

The motion was agreed to.

Accordingly, the House resolved itself into the Committee of the Whole House on the State of the Union for the consideration of the bill H.R. 10572, with Mr. BOLLING in the chair.

The Clerk read the title of the bill.

By unanimous consent, the first reading of the bill was dispensed with.

Mr. COOLEY. Mr. Chairman, I yield myself such time as I may consume.

Mr. Chairman, the bill now under consideration was transmitted by Executive communication to the Speaker of the House on February 5, 1960. Since that time more than 50 Members of the House have introduced identical or similar bills. The bill is very simple and, yet, it is very important. It is supported not only by the Department of Agriculture and the Secretary of Agriculture but it is supported generally throughout the Nation. I do not recall that any one person appeared in opposition to this measure. However, there were some discussions with the chairman of another committee, after which I agreed to accept an amendment. I submitted the amendment to our committee this morning, and the committee unanimously authorized me to submit it as a committee amendment. An amendment was worked out with our colleague, the gentleman from Colorado [Mr. ASPINALL] with regard to mining and prospecting in the national forests. Another amendment has to do with the wilderness areas in the national forests. We were prompted to accept that amendment by action taken in the other body. Then the other body adopted another amendment, writing into the bill definitions of sustained yield and multiple use. We had a reference to sustained yield and multiple use in our report, but we did not actually have it in the legislation. So at the proper time, I will offer these amendments as committee amendments.

Mr. BALDWIN. Mr. Chairman, will the gentleman yield?

Mr. COOLEY. I yield.

Mr. BALDWIN. Would the gentleman be kind enough to read the amendment

dealing with the wilderness areas so that we might be informed as to the wording of that amendment?

Mr. COOLEY. I will be glad to do so. The amendment will be at page 2, line 9, as follows:

At the end of section 2 add the following new sentence: "The establishment and maintenance of areas of wilderness are consistent with the purposes and provisions of this Act."

Mr. BALDWIN. I thank the gentleman.

Mr. COOLEY. Mr. Chairman, I want to point out to our colleagues that the gentleman from West Virginia [Mr. STAGGERS] has been intensely interested in the subject we are now dealing with. Many months ago, he introduced a bill which is vital to his area, as it is to other areas of the country. The gentleman from Alabama [Mr. GRANT] is chairman of our subcommittee that considered and reported this measure to the full committee. Our colleague, Mr. GRANT, likewise has been greatly interested in the subject matter covered by the bill. So, Mr. Chairman, I now yield to my colleague, the gentleman from Alabama [Mr. GRANT] 10 minutes.

Mr. GRANT. Mr. Chairman, I wish to give a brief explanation of the bill H.R. 10572, "to authorize and direct that the national forests be managed under principles of multiple use and to produce a sustained yield of products and services and for other purposes."

The national forest lands are invaluable national assets consisting of forest and rangelands and high mountain watersheds occurring in 41 States and Puerto Rico. There are 181 million acres of national forest land administered in 151 national forests. They consist largely of land reserved from the public domain by the Presidential proclamation under the act of March 3, 1891. They were first called forest reserves and in 1905 were placed under the administration of the Secretary of Agriculture, at which time the Forest Service was established. On the same day, the Secretary of Agriculture directed that questions of policy in their management should be decided from the standpoint of "the greatest good of the greatest number in the long run." In 1907, it was provided that they would thereafter be known as national forests.

Those reserved from the public domain lie almost entirely in the West. A smaller part of the national forests is in the East and consists mainly of lands acquired under the Weeks law of 1911.

The national forests yield to the Nation many benefits from their renewable surface resources. In fiscal year 1959, 8.3 billion board feet of timber was cut. This year it is expected that 9.6 billion board feet will be cut, an increase of 87 percent over the 5.2 billion board feet cut 7 years ago.

Six million domestic livestock are dependent upon the national forests for a substantial portion of their forage.

In fiscal year 1959 national forest receipts from timber, range, and land uses exceeded \$122 million. The value of the use of other resources cannot be measured in dollars.

In the 11 Western States the national forests receive one-third of the precipitation and furnish over half the stream-flow. The national forests are major sources of water for municipal, industrial, and agricultural uses, and supply water for over 600 hydroelectrical developments. No realistic dollar value can be placed on the water that the national forests supply.

In 1959 there were 81½ million recreation visits to the national forests, a threefold increase from the 27.4 million visits in 1950. These included over 20 million visits for hunting and fishing.

In March of last year there was presented to the Congress the program for the national forests. This is a program to provide for the development of all of the renewable natural resources of the national forests. It contained long-range objectives and a short-term conservation program so that the national forests can contribute their fair share to the needs of the greatly expanding national economy. It is a truly multiple-use program and has been widely commended. Hearings were held by the committee on that program, at which many people expressed widespread support for it. The committee unanimously approved the program by a resolution adopted on August 4, 1959.

The national forests have long been administered under the dual policies of multiple use and sustained yield. There is no suggestion of a lack of authority to so administer them. There are four basic reasons for the enactment of this bill as set out in the committee's report: First, there should be a statutory directive to administer the national forests under sustained yield; second, there should be a similar directive to administer the national forests for multiple use; third, all the renewable surface resources for which the national forests are established and shall be administered should be named in a single statute; and fourth, enactment would help to implement the program for the national forests sent to the Congress in March of 1959.

I would like to explain some of the things which this bill would do and some of the things which the bill would not do. This bill would, first, establish the policy of the Congress that the national forests are established and shall be administered for five named purposes: outdoor recreation, range, timber, watershed, and wildlife and fish; second, direct the Secretary of Agriculture to develop and administer the renewable surface resources of the national forests for multiple use and sustained yield; and third, authorize cooperation with others in the development and management of the national forests.

The act of June 4, 1897, provided that:

No public forest reservation shall be established, except to improve and protect the forest within the reservation, or for the purpose of securing favorable conditions of waterflows, and to furnish a continuous supply of timber for the use and necessities of the citizens of the United States.

Through the years, the management of the national forests under the prin-

ciple of multiple use has been thoroughly recognized and accepted. The application of the principle of sustained yield in their management has also been thoroughly established. The bill as amended by the committee would supplement but not be in derogation of the purposes for which national forests were established as set forth in the 1897 act. Any establishment of a national forest would have to be based on one or more of the purposes set out in that act but could also be based upon one or more of the additional purposes set out in the bill.

In directing the Secretary of Agriculture to develop and administer the renewable surface resources for multiple use and sustained yield, I wish to call attention to the definitions of those terms included in the committee's report. Those definitions are the guidelines to the Secretary of Agriculture in his application of these principles to the national forests.

This bill will direct the Secretary of Agriculture to administer the national forests for all of their renewable surface resources, and none of these resources is given a statutory priority over the others. All of these resources provide great benefits to the Nation, and all of these resources in general should be given equal consideration in managing the national forests under the principle of multiple use. The dominance of resource uses will vary from one locality to another. Decisions as to the particular combination of uses in different areas will be arrived at after consideration in the broadest public sense of the relative values of the resources in such areas. This does not mean that tangible values alone are to be considered but contemplates that both the tangible and intangible values will be considered. As made clear in the definition of multiple use, the combination of uses that will best meet the needs of the Nation will not necessarily result in the greatest dollar return or the greatest unit output.

The enactment of this bill would give to the Secretary of Agriculture a directive to administer the renewable surface resources of the national forests for multiple use and for a sustained yield of their several products and services. At the present time, the Secretary of Agriculture has the authority to apply these principles to his management of the national forests but he has no congressional mandate to back up his efforts to resist economic or other pressures for overutilization of particular areas or particular resources. The growth of the Nation with an estimated population of 226 million by 1975 and over 330 million by the year 2000 and with an expected rise in the gross national product from \$512 billion to \$1,830 billion in the year 2000 serve to emphasize the need to develop and manage the national forests on a high level of sustained yield without impairment to the productivity of the land. Enactment of this bill will contribute significantly to the achievement of the long-range national forest program objectives.

Inclusion in the bill of provisions for the Secretary of Agriculture to cooperate with interested State and local gov-

ernmental agencies and others in the development and management of the national forests is intended to encourage the Secretary to stimulate additional cooperation particularly where local benefits and local use are great.

Now I would like to mention some of the things which the bill would not do.

The bill enumerates the resources by broad categories. Various uses of these resources would be recognized. There are some uses of the national forests outside these categories which the Secretary of Agriculture is authorized to permit. Such uses may be illustrated by reference to the authority to grant easements for telephone and power lines. This bill would in no way affect or repeal the authorities under which such uses are permitted. Such uses would be continued under the existing authorities.

This bill would not in any way affect the mining laws or the mineral leasing laws as they apply to the national forests. The operations of prospectors and miners on the national forests would not be affected by the enactment of this bill. This is made clear by the provisions in section 1 and is further explained in the committee's report.

The general mining laws and mineral leasing acts are administered by the Secretary of the Interior. It is true that as administrator of the national forests, the Secretary of Agriculture makes certain investigations and recommendations as to the occupancy of national forest lands for prospecting and mining purposes. This bill, however, would not in any way modify, supersede, or repeal the laws which govern those activities. This bill would not change the procedures under which prospecting or mining, including the discovery and production of oil and gas and the other leasable minerals, are carried out on the national forests. This bill would in no way enlarge the authority of the Secretary of Agriculture with respect to mining on the national forests nor would it in any way diminish the authority of the Secretary of the Interior with reference thereto.

In this regard it is to be noted that the provisions of this bill are directed at the functions performed by the Secretary of Agriculture in the protection, development, and administration of the national forests. It does not modify authorities which other departments and agencies have with respect to Federal lands that are in the national forests, such as the authorities of the Secretary of the Interior through the Bureau of Reclamation, and the Federal Power Commission. Those authorities would remain intact and the enactment of this bill would not affect the procedures followed under those acts.

Open hearings were held by the Forests Subcommittee of the committee. The bill was widely endorsed by conservation groups. There was widespread support for and no expressed opposition to the principle that the national forests should be administered for multiple use and sustained yield.

I urge the adoption of this bill.

Mr. DIXON. Mr. Chairman, will the gentleman yield?

Mr. GRANT. I yield to the gentleman from Utah.

Mr. DIXON. I understand from the gentleman's statement that the Department of the Interior, the Department of Agriculture, the fish and game and wildlife associations, and all those agencies, have come in and testified in the hearings that they are unequivocally for this measure.

Mr. GRANT. That is correct.

Mr. DIXON. I would like to state further that the gentleman from Alabama [Mr. GRANT] has taken his assignment as chairman of the subcommittee very seriously. He has visited all our forests and understands their problems. He is among the leadership in the development of a very fine bill which certainly deserves our wholehearted support.

Mr. GRANT. I thank my colleague from Utah very much. He has devoted much time and effort toward this legislation.

Mr. COOLEY. Mr. Chairman, I yield such time as he may desire to the gentleman from Georgia [Mr. LANDRUM].

Mr. LANDRUM. Mr. Chairman, I am pleased that H.R. 10572, the multiple-use bill, has reached the floor. I am hopeful for its speedy enactment as an indication of the support by the Congress of the great national-forest system of our Nation.

This bill merits the support of our members from the 41 States where the national forests are located as well as the support of our members from States with national forests nearby.

I am extremely proud of the Chattahoochee National Forest in my district in north Georgia. It is one of the oldest of the forests in the east purchased under provisions of the Weeks law of 1911. All of my life has been lived near this forest. From boyhood I have hiked its trails, fished in its streams, enjoyed the scenic beauty spots and watched the sawlogs and pulpwood being cut to be made into wood products in our mills and factories.

My constituents throughout the 18 counties in the Ninth District are familiar with the Chattahoochee National Forest and the program of diversified resource development that has characterized its development. Because of the monetary returns to the counties in the forest from the sale of forest products, the value of recreational and wildlife uses, and the fresh water that serves wide areas, this national forest has achieved a position of tremendous economic importance in north Georgia and surrounding areas.

This national forest like some 150 others throughout the United States and Puerto Rico has been managed for many years under the principles of multiple use for the sustained yield of timber, fish and game, water, and outdoor recreation. Timber is managed as a crop throughout most of the forest to sustain our sawmills and provide jobs for our people. Multiple-use management also recognizes the importance and value of recreation, water yields, and hunting and fishing over the same areas where timber is produced. Cooperation with

the Georgia State Fish and Game Commission is another segment of this multiple-use principle of management that has resulted in our wildlife now becoming a valuable sustained resource of the forest.

While every acre of the Chattahoochee is not used for all of these purposes I have mentioned—there is a coordinated management of the various resources in the combination best suited to the needs of our people. At the same time, the Forest Service has as its management objective the sustained yield of the several products and services which the forest provides. And this objective must be achieved without destroying or diminishing the productivity of the land.

The value of these national forest resources, not only in Georgia, but throughout America, is greater today than at any time in our history. The pressures for a single use of a specific resource by favored groups is increasing.

As our population grows—the pressures on our national forests will grow for all of the products they can provide.

H.R. 10572 is a bill that will establish by statute the multiple use and sustained yield program that has been carried on for some 50 years by the Department of Agriculture's Forest Service. The five major natural renewable resources are named in the bill. This has not been done in any previous legislation. The bill assumes that each resource on the national forest will be given the attention it deserves on the localized or more general area where the resource occurs.

Under the basic principles of forest management stated in this bill the pressures for a single use, such as recreation, in an area predominantly of value for timber yields cannot supersede the logical use of the area to provide sawlogs or pulpwood for the mills on a sustained-yield basis. Recreational use and development coordinated with timber cutting operations and in combination to best meet the needs of the users of the forest would be possible, however, under the principle of multiple-use administration.

This is desirable legislation as demonstrated by over 50 companion bills introduced by Members here today. The committee report and excellent testimony at the subcommittee's hearing are further evidence that there is general agreement and widespread support for this legislation.

As we near the close of the 86th Congress, I hope that we will be able to take credit for the enactment of this bill which will be another milestone in the activities of Congress in providing for the administration of our national forests in a way to meet the growing needs and pressures in the years ahead.

(Mr. LANDRUM asked and was given permission to revise and extend his remarks.)

Mr. COOLEY. Mr. Chairman, I yield such time as he may desire to the gentleman from California [Mr. JOHNSON].

Mr. JOHNSON of California. Mr. Chairman, we have before us a piece of legislation which has been needed for some time. I feel that the administrative practices which have been developed

by the U.S. Forest Service are sound and to the benefit of all persons concerned with the operation and use of the national forests.

Therefore, I feel that this Congress should give legal status to the principles of multiple use and sustained yield which are stated so well in the bill as reported out by the Committee on Agriculture, chairmaned by our able colleague, the gentleman from North Carolina [Mr. COOLEY].

The House report which accompanies this legislation sets forth quite clearly the need for this legislation and I quote the four basic reasons for the enactment of this bill:

First. There should be a statutory directive to administer the national forests under sustained yield.

Second. There should be a similar directive to administer the national forests for multiple use.

Third. All the renewable surface resources for which the national forests are established and shall be administered should be named in a single statute.

Fourth. Enactment would help to implement the program for the national forests sent to the Congress in March of 1959, and unanimously approved by this committee by a resolution adopted August 4, 1959.

As the Representative of a district which contains some 12½ million acres of national forest land, may I express my sincere appreciation to Chairman COOLEY and members of his staff for their fine work on this bill.

The Second District of California ranks third in the Nation in acreage of national forests so I have a real interest in the multiple-use and sustained yield concept and cosponsor this legislation.

The 15 national forests in California's Second Congressional District are concrete examples of the results obtained when all elements of the natural resource picture are coordinated and recognized under the multiple-use principles of national forest management for a sustained yield of the resources present.

The attributes of our California national forests are many and varied. They are available to the timbermen, the sportsmen, and recreationists including the wilderness people. Ranchers graze their herds on areas designated as best for forage production. And of vital importance is the water for wells, streams, and hydroelectric development. Water for irrigation is an essential use in our country.

All of these multiple natural resources are available to our people. Regulation by acts of Congress and rules and regulations of the Department of Agriculture and the Forest Service are held to the minimum needed for the best interests of all our people and sufficient to sustain the yield of these resources for future generations.

Under such a concept, and policy of managing the renewable resources of water, timber, wildlife, recreation, wilderness, and forage the true values of multiple-use stewardship emerge.

Statutory recognition of multiple use as contained in the bills under consideration is needed for full recognition of the

many resources now in demand by forest users and to protect entire forests for a single use.

We need the timber products from our California national forests. Last year there were over 23 million man-days of recreational use. This is double the man-day use on the national forests in any other region. We have national forest wilderness-type areas that must be maintained. Hunting and fishing in designated use areas is in demand and is a recognized multiple-purpose use.

Ranchers need to graze their herds in areas suitable for this phase of multiple use. And water yields from the national forests are now more important than all other uses in many areas.

I want to make special note of one use not mentioned in the bill, mining important to all our communities.

The committee report makes it clear that nothing in this bill would affect the authority which the Secretary of Interior has with respect to the mineral resources in the national forest lands. Thus the bill would not impair mining operations and activities under the authorities which the Secretary of the Interior has with respect to such mineral resources.

So the orderly development of the national forests may continue with the full sanction of the Congress in accordance with our fine program for national forests. I respectfully urge this Congress to support this legislation before us.

(Mr. JOHNSON of California asked and was given permission to revise and extend his remarks.)

Mr. COOLEY. Mr. Chairman, I yield such time as he may desire to the gentleman from Colorado [Mr. JOHNSON].

Mr. JOHNSON of Colorado. Mr. Chairman, I rise in support of the pending legislation. I think it is a very desirable measure and with the amendments that will be offered it will be a very acceptable bill and will be helpful in the administration of our national forests. This multiple use and sustained yield policy should long ago have been written into law. This bill would accomplish that desirable event.

Mr. COOLEY. Mr. Chairman, I yield such time as he may desire to the gentleman from Minnesota [Mr. MARSHALL].

Mr. MARSHALL. Mr. Chairman, proper management of our forest resources merits the attention of every citizen, but we in Minnesota have a special interest. By intelligent management, we are witnessing a restoration of what were once great virgin forests and we have a real stake in wise utilization.

In the past half century we saw first a serious decline in forest resources and we are now seeing the benefits of reforestation.

A report of the Lake Forest Experiment Station maintained at the University of Minnesota by the U.S. Forest Service puts it well when it says:

The picture is encouraging since it suggests that Minnesota forests have touched bottom and are now on the upgrade. It shows that they respond rather promptly to improved treatment. It suggests that even now there are opportunities for expansion of industries using selected materials and that these opportunities seem likely to grow.

Minnesota is estimated to once have had about 31.5 million acres of forest out of a total land area of 51.2 million acres. The timber industry boomed at the turn of the century and by 1926 the accessible virgin timber had been largely harvested.

Significant reforestation activities started during the thirties and we now have 19.3 million acres of forest land, of which 18 million are regarded as commercial forest area for raising timber crops.

We have surpluses in several kinds of trees and our forests unquestionably are able to support more forest industries. While we have a hardwood surplus, the heavy cut of softwoods during World War II has reduced the commercial softwood area to 4.4 million acres. Because of the continuing great demand for softwoods, an accelerated planting program is underway to balance out forestry potentials.

Fifty-six percent of Minnesota forest lands are owned by the county, State, and Federal Government. Farmers own another 27 percent while the remaining 17 percent is held by private owners.

This complicates the forest management problem since the public-owned lands have most of the surplus wood while many of the private lands have been or are being overcut.

Part of the surplus in the Chippewa and Superior National Forests may be attributed to inadequate road and highway systems in some areas. As a result, the managers have been unable to market the full allowable cut.

Attention is being given to the possibilities of additional industries closer to the forest. The steady progress being made in development of access roads would enhance these opportunities.

Nature is at work healing the wounds of our past mistakes in conserving this valuable resource. It is important that we direct our attention to wise management that will properly utilize this growth and provide the industries for future growth.

The very existence of a surplus in an area like the Chippewa National Forest is a credit to the managers who have labored so long and hard to rebuild and conserve this forest area. This work must now be put to use for the benefit of the people who have supported it and this should be done by pursuing a sound policy of judicious multiple use and sustained yield.

This means we can properly use this valuable crop while enjoying the additional benefits of watershed protection, preservation of the soil, recreation and maintenance of forage for game.

We have learned valuable lessons in the management of our forests and it is proper that we should now carry them forward in intelligent use of these resources. Careful use is in itself an essential of conservation.

Mr. Chairman, the bill before us will accomplish this worthwhile purpose while preserving the important gains we have made in forest development. It clearly and effectively states a sound public policy for the best uses of our forests in the public interest. I urge its passage.

(Mr. MARSHALL asked and was given permission to revise and extend his remarks.)

Mr. COOLEY. Mr. Chairman, I yield such time as he may desire to the gentleman from Oregon [Mr. ULLMAN].

Mr. ULLMAN. Mr. Chairman, I rise in support of this measure and in support of the amendments which the Agriculture Committee is recommending. My colleagues in this body know of my consistent support of the principle of multiple use of our great resource heritage. This philosophy is not only economically sound, but is, I believe, in full accord with the maxim of the greatest good for the greatest number. My particular interest in this specific measure is increased by the fact that there are more than 9 million acres of national forests in my district.

I recognize and fully endorse the desire of the Forest Service to have more clearly established in law the policy of multiple use and sustained yield management of our national forest resources. This policy is important to the economies of the areas in which these forests are located. It also answers the Nation's concern in protecting our renewable resources and in securing the maximum benefits for the people. Finally, it is important to the many users of the national forests, whose numbers are steadily increasing.

Mr. Chairman, I was one of a number of members who questioned whether the original language of this proposal was sufficiently clear. Testimony of the bill's supporters and particularly of witnesses from the Department of Agriculture as well as the committee's report on the measure were intended to clarify some of these matters. In a bill designed to establish policy guidelines, however, Mr. Chairman, I think that we must be very careful that the language is concise.

Mr. Chairman, I want to make clear that I am confident that we all were and are aiming at the same goal with regard to this matter. With respect to minerals, for example, we desire neither to add to nor detract from the existing situation relative to minerals development. We do not wish to create in this bill, without full consideration by the appropriate committee, new rights or practices in mineral prospecting and developing on national forests lands. By the same token, we do not want to restrict these activities in any such manner. I think the amendment which has been worked out with my committee's chairman, my good friend, the gentleman from Colorado [Mr. ASPINALL], fully meets those desires and I am pleased that the Agriculture Committee is in support of this charge. I urge that it be adopted, along with these other changes which, to my mind, serve to clear the air of questions as to congressional intent and insure that the measure does just what it is meant to do—establish more firmly in law the existing policies of multiple-use and sustained yield management of our forest resources.

Finally, let me say that I think the amendments being recommended by the committee make it more fully clear that this bill does not and is not intended to

either downgrade or upgrade any single resource. Such an approach is fundamental to the concept of multiple-use management. While I share, Mr. Chairman, the feeling of the gentleman from Colorado [Mr. ASPINALL] that this bill represents to some extent a piecemeal approach to a matter of broad public policy, and that the multiple-use concept is certainly not limited to the operations of the Department of Agriculture, I am in support of this bill with the changes which are being proposed. I merely raise this point to further clarify the record and emphasize that we are here dealing with only one segment of a general policy matter. It is important also in that amendments being proposed, such as the one dealing with minerals development, are intended to insure that in dealing with this one segment, we do not disturb or bring questions of intent into the picture relative to the other segments. As I have tried to make clear, this is the basic reason for my conviction that these clarifying amendments are not only desirable, but essential.

(Mr. ULLMAN asked and was given permission to revise and extend his remarks.)

Mr. COOLEY. Mr. Chairman, I yield 5 minutes to the gentleman from West Virginia [Mr. STAGGERS].

(Mr. STAGGERS asked and was given permission to revise and extend his remarks.)

Mr. STAGGERS. Mr. Chairman, first I would like to say that I am in favor of the pending legislation and I rise at this time only to give a little history in reference to it. I have been in favor of such legislation for some time.

In 1958 I introduced a bill in the House for this very purpose, which I have before me. In 1959 I introduced this same bill. I make this statement for the purpose of the record only.

In 1959 the chairman of the Committee on Agriculture sent my bill down to the Department of Agriculture for a report. In February 1960, the Department came back stating that it favored the legislation and asked to offer their draft of the bill. The gentleman from North Carolina [Mr. COOLEY], chairman of the Committee on Agriculture, said that I should probably offer the new bill that the administration wanted, that I had been working on this legislation for some 2 or 3 years.

I might just say how this first started. There are within my district in West Virginia 9 of 15 counties included in the national forests.

In consultation with some of the men who man the national forests, and with one of the regional directors of the national forests, I called on the National Forest Service here in Washington to help draft a bill which would carry out the intentions of multiple use and sustained yield. They all helped draft the first bill and they helped draft the second bill which is now being considered by the committee. So, of course, I am for the bill and I hope it passes.

Mr. Chairman, some very extensive work has been done on it. It is not a new thing. I have seen motion pictures of this very multiple use of the forests in my area that has been practiced now

in small areas for some time, and I can assure the committee that it is worthwhile. It has developed those areas fully, and I am sure that it will be of further great help to the country. We all know we have no more frontiers to roll back to acquire new lands and to expand. We know what we have now. We know what we are going to have in the future in America, so we must make use of what we have.

In Proverbs 29, chapter 18, there is a verse which says:

Where the people lack vision, they shall perish.

Certainly we are forewarned of what may happen in the future, and we must make use of it, and I believe this bill does try to take care of the basic natural resources of the country, because, as the chairman of the committee mentioned when he spoke, 10 percent of the land area in America is controlled by the national forests, and they supply a lot of our basic natural resources.

Mr. Chairman, all we have to do is to go back and read some of the history of 7,000 years ago relating to the abuse of our land, and you can see the story of the rise and fall of civilization in those thousands of years in the misuse of the land. I think the history of any nation or any people is written in the basic natural resources that the good Lord gives to that part of the world. Today we are changing civilization in that most of our people are moving from the cities into the suburbs. Ten to fifteen years ago the records will show that in a lot of our large cities 12 families were located on 1 acre of land. Today, in our urban developments, three families or less occupy 1 acre. We know full well the extent of our expanding population, and it is up to the Congress to look ahead and provide for it.

Mr. Chairman, the bill does not require any further appropriations, and the Bureau of the Budget have said they had no objection to its passage. As you will note, the bill has been amended in committee and may be amended on the floor later. I want the committee to know that I am firmly in accord with its passage. I believe it will do a great deal for not only our present generation but for the future citizens of this Nation by looking out for their welfare and the basic fundamental things that have made America great.

So, Mr. Chairman, I do recommend the passage of the bill.

Mr. HOEVEN. Mr. Chairman, I yield myself 3 minutes.

Mr. Chairman, this bill is a directive from the Congress that our 181 million acres of national forests will be administered in the manner best suited to meet the needs of our expanding population for the resources and services these valuable public properties provide.

This legislation has been introduced by 53 Members of Congress and has been unanimously approved by the Committee on Agriculture.

In meeting the needs of the American people in the decades ahead, the various surface resources of the national forests must be maintained and utilized without impairing the sustained

productivity of the land to provide timber, range, outdoor recreation, wildlife, and water.

The bill lists these renewable resources. There is no intent that any one resource has priority over another. The testimony of the Department of Agriculture representatives and the Agriculture Committee report on H.R. 10572 is clear on this point.

As stated in the report:

In practice, the priority of resource use will vary locality by locality and case by case. In one locality timber use might dominate; in another locality use of the range by domestic livestock; in another outdoor recreation or wildlife might dominate.

The bill does not upgrade or downgrade any of the five resources enumerated. The aim of the bill, therefore, is to achieve coordinated and harmonious management of the resources on the national forests and at the same time to provide sufficient latitude for periodic adjustments in the use of the resources to meet the changing condition and needs of our people.

This is desirable legislation. It recognizes the excellent management achievements of the Department of Agriculture's Forest Service over the past 50 years on public property appraised at over \$7 billion. It will assure continued good management of valuable forest, range, watershed, recreation, and wildlife lands in 41 of our 50 States. At a time when use pressures on the national forests from millions of recreationists, water users, timbermen, hunters and fishermen, and ranchers are increasing rapidly, this legislation will insure the best use of all the resources of our national forests by the people who use them.

No appreciations or additional costs are involved.

Mr. Chairman, I now yield as much time as he may require to the gentleman from Michigan [Mr. BENNETT].

(Mr. BENNETT of Michigan asked and was given permission to revise and extend his remarks.)

Mr. BENNETT of Michigan. Mr. Chairman, almost one-third of the 2½ million acres of national forest land in Michigan is in my congressional district in the Upper Peninsula. While Michigan, as a State, is famous for the manufacture of automobiles and heavy equipment, the Upper Peninsula is best known for its natural resources and scenic beauty. Our millions of acres of forest land are a prime factor in the economic well-being of our industries, and our people.

Our forests, which have been cut over in the past, are now in various stages of regeneration whereby new crops of second growth trees are available for our mills and products plants. The other resources of these forests are filling the daily needs of our people for recreation, hunting, fishing, and a variety of outdoor activities.

The multiple-purpose concept of management is responsible for the tremendous contributions these forests are now making. Coupled with the management and utilization of these properties for a sustained yield of all the products avail-

able, the outlook is good for future generations in the Upper Peninsula.

Our forest watersheds yield an abundance of clean, pure water so essential to the future development and use of any area. Some of the finest outdoor recreation in America is available on the streams and lakes in our forests. In fact, Michigan has been nicknamed the "Water Wonderland" because of the abundance of this resource of our forests.

In Michigan, therefore, our forests are put to many uses. Not all uses are possible on every acre of land. The multiple-use principle of management, however, recognizes all the uses available and then seeks to coordinate these uses for the benefit of the greatest number of our people.

I support H.R. 10572, and introduced H.R. 10708 as a companion bill, because this system of forest resource management has been successful on the national forests in Michigan. Enactment of this legislation will make all the users of our national forests more secure in whatever activity they are engaged whether it be timber cutting, hunting, fishing, camping, or other outdoor recreation pursuits. This bill is a good bill because it protects the interests of the rancher who grazes his stock on the national forest ranges in the West, the outdoorsmen who hike the trails on the national forest roadless areas in Minnesota, or the millions of other users who depend on the national forests for timber, water, and wildlife. It is desirable legislation not only for the national forests in Michigan but also the national forests in some 40 other States. Is it therefore of significant interest to every Member in the Congress.

Mr. HOEVEN. Mr. Chairman, I yield such time as he may require to the gentleman from Washington [Mr. HORAN].

Mr. HORAN. Mr. Chairman, I favor this legislation. I am the author of 1 of the 53 bills introduced on this subject. I want to commend the gentleman from Alabama [Mr. GRANT], the gentleman from Maine [Mr. McINTYRE], and the committee for bringing this bill to the floor.

(Mr. HORAN asked and was given permission to revise and extend his remarks.)

Mr. HOEVEN. Mr. Chairman, I yield such time as he may require to the gentleman from Washington [Mr. WESTLAND].

(Mr. WESTLAND asked and was given permission to revise and extend his remarks.)

Mr. WESTLAND. Mr. Chairman, I rise in support of H.R. 10572, which would authorize and direct that the national forests be managed under principles of multiple use and would provide for sustained yield of products and services. In fact, I have introduced a companion bill, H.R. 10778.

The population explosion concerns many persons, including myself, and it affects the Nation as a whole as well as my native State of Washington. Nationally, forecasts indicate our population will increase to about 310 million persons by the year 2000, approximately 70 percent above the present population.

The current census supports this estimate.

In Washington State we have about 9.7 million acres in six national forests. Three of these are in my own district. I must say the forest supervisors and their staffs in the national forests are doing an excellent job in carrying out a program of multiple use. But tomorrow the people will need more timber for their economy, more recreational opportunities for their leisure time, more wildlife and fish to insure the hunter and fisherman some degree of success and more water for irrigation, industry, and domestic purposes.

Mr. Chairman, the Forest Service recognizes these needs and has prepared a long-range program to meet them. This program, which was presented to the Congress on March 24, 1959, is based on the concept of multiple use. This concept or principle is not new to the Forest Service. For 50 years the Service has believed that the application of multiple use in the management of national forests is a sound principle. It is based on the recognition of the many elements of the forest and their interdependence. Its application has given the people of the United States a greater sum total value than could have been obtained by single-purpose treatment of individual resources.

Multiple use is a principle rather than a system of management. It does not have a precise or universal meaning for each acre, nor can it be applied to small areas. It must be applied in the planning of large areas such as our national forests.

Mr. Chairman, at this point I want to point out that this legislation and the concept of multiple use which it embraces has the support of many people in my district and Washington State. These supporters include the Department of Natural Resources of the State of Washington, the Washington State Grange, and the timber industry. I have received many telegrams and letters from private individuals and organizations in support on H.R. 10572 and H.R. 10778.

This legislation would set the record straight and would give the Forest Service the statutory authority to carry out principles which it has accepted for half a century, and it would prevent single-interests groups of all kinds at some future date from pressuring the Service into single-purpose development of parts of our forests.

Our expanding population and growing economy demand the best economic use of our forest soil. The Congress by expressing belief in the multiple-use principle can assure for future generations the benefits that flow from good forest management and proper timber harvest. These benefits include the increased production of clear and usable water for irrigation and municipal purposes; silt-free streams for good fishing; a better habitat for game, and the development of more accessible and better appearing forest for recreational enjoyment.

Mr. HOEVEN. Mr. Chairman, I yield such time as he may require to the gen-

tleman from Pennsylvania [Mr. VAN ZANDT].

(Mr. VAN ZANDT asked and was given permission to revise and extend his remarks.)

Mr. VAN ZANDT. Mr. Chairman, I arise in support of H.R. 10572 which is similar to H.R. 10826, a bill I introduced and which in turn is similar to some 60 other bills all of which would "authorize and direct that the national forests be managed under principles of multiple use and to produce a sustained yield of products and for other purposes."

As will be recalled, last year Secretary of Agriculture Ezra Taft Benson transmitted to Congress a "Program for the National Forests," including all the renewable resources of the national forest system.

In addition to outlining an interim program for the next 10 or 15 years, long-range objectives for the next 40 years were also included.

While it was revealed in submitting the proposed program that legislative authorities for the recommended "Program for the National Forests" are generally adequate, it was stated that the need would arise for supplemental legislation.

It is to fulfill such a need that H.R. 10572, now under consideration by the House, and the many similar bills were introduced.

It is pertinent to state that enactment of the legislation would not increase costs of managing or developing the national forests.

At the same time, enactment of the legislation will assist in the attainment of the long-range national forest objectives advocated by Secretary Benson in the proposed "Program for the National Forests."

Briefly, the pending legislation, if approved, will accomplish the following results:

First. Direct that the national forests be administered for sustained yield of their several products and services.

Second. Direct that the national forests be developed under multiple-use principles, and declare a congressional policy that they are established and shall be administered for watershed, timber, range, outdoor recreation, and fish and wildlife values.

Third. Authorize cooperation with State and local governmental agencies and others in development of the national forests.

It is recognized that for many years the national forests have been administered under the policies of multiple use and sustained yield.

The act of June 4, 1897 (30 Stat. 35), specified that one of the purposes for which national forests are established is "to furnish a continuous supply of timber." The act also authorized the Secretary of Agriculture to "regulate their occupancy and use, and preserve the forests thereon from destruction."

As a result of such authority, the regulations prescribed by the Secretary of Agriculture direct that "management plans for national forest timber resources shall be based on the principle of sustained yield." In carrying out this directive the Forest Service Manual defines

the principle of sustained yield, adding that—

The policy is to manage each national forest working circle so that it will produce the maximum sustained yield of the product it is best suited to grow.

Mr. Chairman, I am informed that other than the directive mentioned and the Sustained-Yield Unit Act of 1944 (58 Stat. 32), which is of limited and local application, no specific statutory recognition or directive exists that would authorize administering national forest resources on a sustained-yield basis.

In addition, the references cited relate only to timber yet all of the renewable resources of the national forests are being administered under sustained-yield principles.

In the absence of specific statutory authority, it is deemed proper for Congress to direct the Secretary of Agriculture to administer the national forests for sustained yield of their several products and services.

Such action it is pointed out would, first give specific statutory recognition to sustained yield as a desirable principle of management; second, it would apply the concept of sustained yield not only to timber but also to other renewable national forest resources; and third, the enactment of such legislation would protect the national forest resources from possible overutilization in the future in the event of economic pressures or by the activities of single-interest groups.

While it is true that water and timber as a national forest resources are named in the fact of June 4, 1897 and that other public laws authorize the utilization of grazing resources and the authority to administer recreation and wildlife resources, there is a definite need to have the five major renewable resources specified in the same statute.

That is the prime purpose of the bill before the House and which embraces a number of bills on the subject, including my bill, H.R. 10826.

The principle of "the greatest good of the greatest number" has been adhered to in operating the national forests for over 60 years.

This has been found to be good policy and an effective means of guarding against the increasing effort being made to limit some national forest areas to a single use.

Finally, the provision contained in H.R. 10572 authorizing cooperation with State and local governmental agencies and others in development of the national forests would simply mean that greater cooperation would be given since the spirit of cooperation has been in effect for many years as a matter of prudent policy.

Mr. Chairman, in concluding my statement, I am keenly interested in the development and use of the 181 million acres of national forest land represented by 151 national forests which yield water, timber, forage, recreation, game, and other wildlife.

Therefore, I hope that H.R. 10572 will be approved and sent to the Senate since it is designed to provide the "greatest good of the greatest number" by providing that the national forests be managed under principles of multiple use and to

produce a sustained yield of products and services.

Mr. HOEVEN. Mr. Chairman, I yield such time as he may require to the gentleman from Arizona [Mr. RHODES].

(Mr. RHODES of Arizona asked and was given permission to revise and extend his remarks.)

Mr. RHODES of Arizona. Mr. Chairman, I have introduced a bill which is similar to H.R. 10572. I am in favor of this bill and I hope it passes.

Mr. HOEVEN. Mr. Chairman, I yield 6 minutes to the gentleman from Maine [Mr. McINTIRE], the ranking member of the Subcommittee on Forests.

Mr. McINTIRE. Mr. Chairman, I rise in support of H.R. 10572 as introduced by the distinguished gentleman from Alabama and as amended and unanimously reported by the Committee on Agriculture. There has been widespread support for this legislation from many sources as evidenced by the introduction of over 50 similar bills by Members of the House and by the great interest shown at the hearings held by the Subcommittee on Forests.

Over the past 50 years our 151 national forests have become an invaluable source of natural resources and services to the American people. They are major sources of water for some 1,800 cities and towns in the West. They are important water producing areas in the East, often protecting the huge investments in dams and reservoirs. Fresh water for industry, agriculture, and hydroelectrical developments is produced on these public lands. In the West more than one-half of the commercial forest land occurs on these national forests. Within their boundaries we find one-third of the Nation's big game animals. There are priceless fishing streams and lakes. One-eighth of the Nation's cattle and one-fifth of the Nation's sheep find grazing on the more than 60 million acres of rangelands within their boundaries. In 1959 over 80 million people went to the national forests for camping, relaxation, and outdoor pleasures. They provide a source of low-cost vacations for more people each year. Sawmills, pulp mills, and forest communities depend on the national forest timber stands as a source of raw materials, jobs, and steady incomes. There are some 14 million acres of wilderness and primitive areas where the hardy type of outdoorsman can go to enjoy nature in its entirety and obtain spiritual uplift.

The demands for all of these resources and services of our Nation's forests will not diminish in the present decade or the next half century. All indications are that the skyrocketing population will make heavier demands on these public forests in the years ahead.

Enactment of this legislation is necessary if we are to assure the continued best use of all the resources, goods and services which our national forests are capable of supplying. A sustained yield of the resources named in the bill is possible because they are renewable resources if managed wisely and well. The purpose of H.R. 10572 is to direct the Secretary of Agriculture to follow such management practices.

The national forests have been administered for a long time under the principles of multiple use and sustained yield based on authority from numerous statutes, regulations and directives in appropriation acts. H.R. 10572 will provide in a single statute a directive from the Congress that the Secretary of Agriculture continue the administration of the national forests for multiple use and sustained yield of the valuable products and services from these public lands.

This bill is popularly referred to as the multiple use bill. While "multiple use" is a rather self-explanatory term I want to quote from the committee report to indicate the exact meaning of the term as used in this pending legislation and as applied to the management of the national forests. I quote:

"Multiple use," as followed by the Forest Service, means the management of all the various renewable surface resources of the national forests so that they are utilized in the combination that will best meet the needs of the American people. It means making the most judicious use of the land for some or all of these resources or related services over areas large enough to provide sufficient latitude for periodic adjustments in use to conform it to changing needs and conditions. It does not mean using every acre of land for all of the various uses; nor does it preclude managing some areas for less than all uses when necessary. Nor does it necessarily mean the combination of uses that will give optimum dollar returns or optimum unit output. Rather, it means harmonious and coordinated management of the various resources each with the other without impairment of the productivity of the land.

"Sustained yield" is the other significant term used in the bill. The report defines "sustained yield" as, and I quote, "Sustained yield of the several products and services of the national forests means the achievement and maintenance in perpetuity of a high-level annual or regular periodic output of the various renewable resources without impairment of the productivity of the land."

These are dual principles of management under which our national forests have been managed for many years under numerous statutes. They are statements of policy and principles of great importance to the future good management of these valuable Federal properties. They provide the basis for this directive by the Congress which names the five renewable surface resources so valuable to the future well-being of our Nation.

The bill gives congressional recognition to multiple use and sustained yield as desirable principles of management for our 151 national forests. It will protect the national forest resources named: outdoor recreation, range, timber, watershed, and wildlife and fish from the possibility of overuse in the decades ahead. It is the means whereby extreme economic pressures, and pressures from single-interest groups can be effectively kept in balance with the resource needs from the national forests of all our people. H.R. 10572 establishes a policy of "the greatest good for the greatest number." It merits widespread support by the House.

Mr. HOEVEN. Mr. Chairman, I yield such time as he may require to the gentleman from Colorado [Mr. CHENOWETH].

Mr. CHENOWETH. I rise in support of H.R. 10572. I am happy to give this bill my full support.

This bill authorizes and directs that the national forests be managed under principles of multiple use in order to produce a sustained yield of products and services. There is widespread interest in this legislation, and I feel that this measure has general support in Colorado.

I have several national forests in my congressional district and this bill is of great importance to my area. I have received a number of letters in support of this legislation. This is a good bill and deserves the support of the House.

Mr. Chairman, it is highly essential that we continue to operate our national forests under the multiple-use principle. Our people recognize the importance of our national forests to the economy of our Nation. We must do everything possible to obtain the maximum use of our forests, as this bill provides.

I have a letter from Mr. Charles K. McHarg, president of the Bessemer Soil Conservation District in Pueblo County, Colo. He calls attention to the fact that several hundred landowners within the district depend on our national forests to supply their water. I wish to quote from his letter, as follows:

Most important, our irrigation water, upon which we have been completely dependent for successful diversified agriculture during the past 65 years, is in large part produced from the stored winter snows of the Arkansas River watershed of this national forest land. It is essential to our continued welfare that the Secretary of Agriculture be authorized by the Congress to develop and administer all the renewable surface resources for multiple use and sustained yield and to cooperate with interested agencies, specifically and permanently.

In Colorado and other Western States water is of tremendous importance and has been called the lifeblood of our economy. We are doing everything possible to conserve our water resources and to put them to the best possible use. In order to accomplish this objective, it is important that wise use be made of our national forests. For this reason, everyone interested in irrigation is supporting this bill.

The multiple-use principles in handling our national forests have always been recognized. I personally feel that our national forests should be used to benefit the largest number of persons possible. I think it is significant that various groups are appearing in support of this legislation who are interested in using our forests for widely different purposes. Stockmen who are interested in grazing in our national forests are in support of this bill. Those who are interested in fish and wildlife are also supporting this bill. Those who are concerned over conserving our water resources favor this legislation. Those who wish to use our national forests for

recreation purposes feel that this legislation is in their best interests.

Mr. Chairman, I urge the passage of H.R. 10572, as I believe this bill is in the best interests of our country. The continued multiple-use operation of our national forests will produce large dividends in the years ahead.

(Mr. CHENOWETH asked and was given permission to revise and extend his remarks.)

Mr. HOEVEN. Mr. Chairman, I yield 5 minutes to the gentleman from Utah [Mr. DIXON].

Mr. DIXON. Mr. Chairman, near the beginning of this discussion, I called the attention of the House to the splendid work of our subcommittee chairman, the gentleman from Alabama [Mr. GRANT]. At this time I desire also to draw your attention to the devoted work of the gentleman from Maine [Mr. McINTIRE], the minority leader of the Subcommittee on Forests. He likewise has traversed our forests and learned of the problems of the forest lands. He has helped to develop this fine legislation—H.R. 10572—which I wholeheartedly support. In fact, I introduced a bill similar to H.R. 10572.

Now, Mr. Chairman, I ask the privilege of asking our chairman of the Committee on Agriculture a question. In line 3, page 2, of the bill, section 2, I read:

The Secretary of Agriculture is authorized and directed to develop and administer the renewable surface resources of the national forests for multiple use.

Mr. Chairman, some of the State fish and game officials have a bit of apprehension concerning this clause for fear that it might transfer to the Secretary of Agriculture the administration of the fish and game laws of the forests. Would you please state for the RECORD the official position of our committee in that respect?

Mr. COOLEY. As you well know, the laws of the several States with respect to fish and game apply generally to the national forests. Thus, the State regulations with reference to season, bag, and other limits apply to hunting and fishing generally on the national forests. This bill would not change the situation in any way. The States and their fish and game agencies would continue to have the same jurisdiction and responsibility, that they now have over fish and game in the national forests.

Mr. DIXON. I thank the gentleman for making that clear.

Mr. HOFFMAN of Michigan. Mr. Chairman, will the gentleman yield so that I may ask the gentleman from North Carolina [Mr. COOLEY] a question?

Mr. DIXON. I yield.

Mr. HOFFMAN of Michigan. Where do you find what you just read—in the report?

Mr. COOLEY. It is in the report on page 2.

Mr. HOFFMAN of Michigan. How do you figure the report is binding on the Secretary of Agriculture when he comes to administer the bill?

Mr. COOLEY. He has to look at the legislative history and the intent and purpose of the Congress in the passing of the bill.

Mr. HOFFMAN of Michigan. I have been reading the Supreme Court cases. They are great on this legislative history.

Mr. COOLEY. The gentleman certainly would not say that. They are as great as the Committee on Agriculture.

Mr. HOFFMAN of Michigan. What?

Mr. COOLEY. The court is not as great as the Committee on Agriculture, I am quite sure the gentleman would not make that assertion.

Mr. HOFFMAN of Michigan. It seems I have heard a great deal from your side that you cannot understand what the Secretary of Agriculture, that is the present Secretary of Agriculture, Mr. Benson, is trying to get at.

Mr. COOLEY. We are trying to find out.

Mr. HOFFMAN of Michigan. Do you have any assurance that the next Secretary will be any better?

Mr. COOLEY. The law does not give the Secretary of Agriculture any new authority. You want the explanation of this bill and it is in the report. This is compatible with the traditions of this great House of Representatives; we have written in the report something that would indicate the purpose and intent of the Congress. I will be glad to read what the report says.

Mr. HOFFMAN of Michigan. No; you do not need to read it. I can read it without Federal aid to education. I learned that before there was Federal aid to education.

Mr. COOLEY. Then I will not read it.

Mr. HOFFMAN of Michigan. I want to join with the gentleman from Utah. The gentleman is a great fly fisherman—he is a purist. He never fishes with a worm except when the fish will not bite a fly. Suppose the Secretary wants to raise something on this land and grows some crop? What would you do?

Mr. DIXON. There is no one I would rather go fishing with than the gentleman from Michigan. But we do want this clear. I believe the committee has the privilege of defining the terms here, and this term "surface resources" or habitat can be defined as not including the fish, game, and wildlife and the committee so defines it.

Mr. HOFFMAN of Michigan. But the Secretary will have us clear on the outside of the park.

Mr. DIXON. The Secretary and the Department have approved this bill as written, and we have their testimony that they agree, that he does not have or want jurisdiction over fish and game laws as administered by the States.

Mr. HOFFMAN of Michigan. When it comes under the 5-minute rule I will get some more time to ask some more questions about that.

Mr. DIXON. Thank you.

The CHAIRMAN. The time of the gentleman from Utah [Mr. Dixon] has expired.

Mr. HOEVEN. Mr. Chairman, I yield 5 minutes to the gentlewoman from Washington [Mrs. MAY].

Mrs. MAY. Mr. Chairman, may I begin by assuring the distinguished gentleman from Michigan [Mr. HOFFMAN], as one who shares his great love for fishing, as one who represents the great State of Washington, which has such wonderful fishing opportunities, I would not have been as great a supporter of this bill if I had not checked these questions he poses very carefully. Being satisfied, I give this legislation my 100-percent support. It is a good bill for all of us, including the fishermen.

Mr. HOFFMAN of Michigan. That is what you think, but you will not be the first woman that was deceived.

Mrs. MAY. The gentleman offers me a statement I cannot deny.

Mr. Chairman, as a member of the Forestry Subcommittee of the House Agriculture Committee, I am pleased that so many of my colleagues on both sides of the aisle have sponsored and subsequently supported H.R. 10572, the bill to authorize and direct the management of our national forests under the principles of multiple use and sustained yield.

This is important legislation of major significance to the future of our national forests. It is an appropriate adjunct to the "Program for the National Forests" which was sent to the Congress by the Department of Agriculture in March 1959. All members of Congress received a copy of this program—popularly known as "Operation Multiple Use." Hearings before the Subcommittee on Forestry of the House Agriculture Committee, the House Committee on Public Works, and Senate Committee on Appropriations revealed scores of supporters for this "Program for the National Forests."

H.R. 10572 is a logical corollary to this "Program for the National Forests" in a decade when these public properties, worth over \$7 billion, are of increasing importance in the economy of the Nation and in the 41 States and Puerto Rico where they are located. Demands for timber, water, recreation, forage, and wildlife are increasing under impact of the skyrocketing rise in population. The cut of national forest timber has more than doubled in the past 7 years. A cut of nearly 10 billion board feet is expected in 1960. This will have a total consumer value of over \$3½ billion. A cut of 21 billion board feet is predicted to meet the needs of our people by the year 2000, just 40 years from now.

Increasing leisure time resulted in an alltime high in 1959 of 81½ million recreation visits to the national forests.

In Washington and Oregon there were over 10 million man-days of recreation use on our national forests. By 1969 recreation use on the 151 national forests is expected to reach 130 million visits and this estimate may be low. The people making these visits will spend nearly a billion dollars for sporting equipment, gas, oil, lodging, and other recreation expenses.

The value of wool, meat, hides and other livestock products from the mil-

lions of cattle and sheep grazing on the 60 million acres of national forest rangelands is important in our economy.

Water from the national forests for irrigation, hydroelectric developments, and home use is invaluable to our rural and metropolitan areas.

Hunting and fishing on national forest lands, in cooperation with the State fish and game commissions, is a heavy use which grows heavier each year. Sportsmen spend several billion dollars annually on gear, guns, ammunition, transportation, and other supplies. This is a source of steady revenue to many communities in or near the national forests.

These are the many uses of the renewable resources of our national forests which must be recognized and provided for in our modern-day economy. We are entering the so-called space age. Notwithstanding the American people are in competition for land and its resources right here on our planet—in America to be exact.

The national forests must be managed for a sustained yield of the products and services that I have just mentioned. The various renewable natural resources that produce these goods and services so essential to modern existence must be administered so that they are utilized in a combination to best meet the needs of our people.

The various surface resources of water, timber, forage, outdoor recreation, and fish and wildlife must be managed in a harmonious and coordinated manner—without impairment of the sustained productivity of the land.

No single use of one or two resources must be allowed to dominate the other essential uses over large areas if management of the national forests are to continue to meet the test of the greatest good of the greatest number in the long-run. Under the multiple-use policy of management we can have timber harvesting to provide forest products, local jobs, and community stability while at the same time the watershed is providing useable water, recreationists are enjoying camping facilities, sportsmen are pursuing game or fishing in the forest streams, and ranchers are grazing their livestock on the forest ranges.

Multiple use does not mean that all of these many activities will be progressing on every acre of land in the national forest. Neither does it mean the combination of uses that will bring in the most dollars. It does mean that all of the uses I have mentioned are coordinated to make the best possible use of the resources available to best meet the needs of our people.

There are now some 14 million acres devoted to wilderness type use on our national forests. In my State of Washington there are three such areas of over 925,000 acres. These areas are set aside for the hardy-type outdoorsman who takes his pack on his back and visits the scenic grandeur of these areas alone or with a small group. These wild or primitive type areas have been set aside as the best use for the land and its inherent scenic values. Hence multiple use does not preclude the management

of some areas for less than all the uses when necessary and desirable.

H.R. 10572 merits the support of Congress because it provides in a single statute the directive that our national forests will be administered for sustained yield and under the principle of multiple use.

The act of June 4, 1897, outlined a broad policy which made it possible to open up the newly created forest reserves to use by our people. This act with later amendments, subsequent statutes, Department regulations and language in numerous appropriation acts for the past 30 years have developed the framework for the principles of sustained yield and multiple use which the Forest Service has been following in the administration of the national forests.

It is now timely and highly desirable that we have in a single statute the recognition of the multiple-use objectives of national forest management for sustained yield of the products and services they provide. The bill recognizes the five major renewable resources of these forests—something which has not been done in any previous legislation.

Most of the national forest acreage is in our Western States. There are, however, numerous national forests of great importance in the East. In Washington, the 9,700,000 acres of national forest land must be managed under the principles provided in this bill if they are to meet the accelerated need for all the products available. This is the basis for the widespread support for this legislation in the West.

Over the past 50 years, the Congress has watched and guarded the Nation's national forests with a nonpartisan attitude and interest that is commendable beyond words. We are again faced with legislation that will be another milestone in the wise, orderly, and thoughtful management of these public properties. We have the backing and support of conservation groups, women's organizations, the stockmen, lumbermen, recreationists, the American Forestry Association, and others for the passage of this legislation. There are no appropriations involved, there is no interference with pending legislation on wilderness or other conservation activities. This is a policy statement and directive by the Congress for the Department of Agriculture's Forest Service to move ahead under time-tested principles in the management and use of the resources on our national forests. This is legislation in which every Member of the Congress can take pride in having had a part in its enactment.

Mr. COOLEY. Mr. Chairman, I yield such time as he may desire to the gentleman from Florida [Mr. SIKES].

(Mr. SIKES asked and was given permission to revise and extend his remarks.)

Mr. SIKES. Mr. Chairman, I congratulate the gentleman from Alabama [Mr. GRANT] and the Committee on Agriculture for introducing and reporting this bill. It is a bill which is needed. I sincerely hope it will have the unanimous

support of the committee and of the House.

Mr. Chairman, the forest resources of our Nation are invaluable to our security, economic well-being and daily existence. Wood and the other products of our forests are everywhere. We have only to look around this chamber to realize the utility, beauty and adaptability of wood. Water which we use so lavishly in our abundant living is taken for granted by most people. It has been said many times that water is the lifeblood of our modern industrial and agricultural economy.

Meat for our tables, wild game, and fish for the sportsman, and a place for healthful outdoor recreation are other valuable resources and services that come from our forests.

To be useful an area or resource must be utilized. Utilized, that is, in a wise and sustained manner that will best satisfy the needs of our people. The management policies applied to the national forests of America are excellent examples of wise, effective, and sustained use of a variety of natural resources and the products and services they provide.

Some 50 of my colleagues have introduced identical bills to H.R. 10572, the bill we are now considering. These sponsors and those who appeared in support of the bill at the hearings all recognize the need for this legislation at a time when use pressures on our national forests are mounting.

The national needs for the renewable surface resources of these forests are increasing annually. More people, more leisure time, more income, more mobility and a desire for a better life all combine to intensify the use of our available forest lands and their resources.

I will not go into great detail as to the importance of the 151 national forests located in 39 of our States and Puerto Rico. There are a few facts, however, of significant interest.

The 180.8 million acres of national forests represent about 8 percent of the land area of the United States. About 17 percent of all the commercial forest lands in the United States is on these forests. There are 64.3 million acres of rangelands.

H.R. 10572, the multiple use bill, recognizes the best possible multipurpose management of this public property. Fifty percent of the national forest area in the United States is used for five different purposes: Outdoor recreation, range, timber, watershed, and wildlife in combinations that vary according to location, need, and availability of the resource; 28 percent is used for four multipurposes; 21 percent for three uses; and only 1 percent is used for a single purpose such as corrals, pastures, summer homesites, and so forth.

This is concrete proof that the national forests in my State of Florida and elsewhere throughout America are managed to serve the greatest number of our people in the best way possible and for a sustained yield of the resources and services that these forests provide.

This bill should be enacted because the Congress must never lose interest in

the continuation of national forest management under the principles of multiple use and sustained yield; principles which have proven effective over the past 50 years. Too, the bill is designed and tailored to the job of national forest management at a period in our history when abundant natural resources are necessary to a successful race into space. We cannot tolerate a ruthless exploitation of the renewable surface resources of our forests to meet the mounting needs for raw materials, neither can we tolerate the withdrawal or locking up for a single purpose use any area where multiple use has been the accepted way of managing the land for a sustained yield of the things we need.

The directive in H.R. 10572 for multiple use and sustained yield management of the national forests is clear. It will assure the best possible handling of all the resources, raw materials, and services that these forests provide for the crucial periods ahead.

I have been involved in conservation and forestry activities for many years. I have studied this proposed legislation. I have introduced an identical bill. I can assure the Congress that the bill is aimed at the national forests; there are no appropriations involved, it interferes with no other pending legislation or the management of national parks or State or private lands; and it establishes by statute what the Forest Service has been practicing for many years in the fulfillment of the basic duties of stewardship on our great national forests. It is a bill worthy of the support of every Member of the Congress. I hope it will receive your support.

Mr. COOLEY. Mr. Chairman, I yield such time as he may desire to the gentleman from West Virginia [Mr. BAILEY].

(Mr. BAILEY asked and was given permission to revise and extend his remarks.)

Mr. BAILEY. Mr. Chairman, I have asked for this time to express my appreciation of the efforts of the committee in bringing this type of legislation to the floor. I am convinced that many of the practices which this legislation would authorize have been put into use in recent years. It is wholesome and important legislation.

Mr. COOLEY. Mr. Chairman, I yield such time as he may desire to the gentleman from Massachusetts [Mr. LANE].

(Mr. LANE asked and was given permission to revise and extend his remarks.)

Mr. LANE. Mr. Chairman, I, too, rise in support of the bill H.R. 10572 as author of a companion bill, and also to congratulate the chairman of the subcommittee, the gentleman from Alabama [Mr. GRANT], and the gentleman from Maine [Mr. McINTIRE] for working so zealously on this legislation over a long period of time. Also I wish to congratulate the Committee on Agriculture for their painstaking work on this worthwhile legislation. I am satisfied that this is one of the most important pieces of legislation to be brought before the House this year, and I am more than

pleased that it is an unanimous report from the committee. As far as the national forests are concerned, there is no doubt it constitutes major legislation. This bill directs that the national forests be administered for sustained yield of their several products and services.

It further directs that they be developed under multiple use principles and declare a congressional policy that they are established and shall be administered for watershed, timber, range, outdoor recreation, and fish and wildlife values. It will under its provisions encourage and of course authorize cooperation with other groups in national forest development. We in the Congress that represent industrial areas are well aware that many of our people seek national forests each year for vacations, rest, recreation, relaxation, and to enjoy nature in the great outdoors. Our forests are increasing year after year in importance due to the easy availability of transportation to these places of interest, and since our people have so much more leisure to spend enjoying themselves in these interesting surroundings. Our forests are ideal camping grounds and places of amusement for our young families in view of the fact that the cost is so low to the visitors.

I am glad to join with so many of my colleagues in urging support of this bill with the added hope that it will pass unanimously.

Mr. COOLEY. Mr. Chairman, I yield such time as he may desire to the gentleman from Alaska [Mr. RIVERS].

(Mr. RIVERS of Alaska asked and was given permission to revise and extend his remarks.)

Mr. RIVERS of Alaska. Mr. Chairman, I have supported this legislation from its inception and introduced a like bill to denote my cosponsorship. My interest stems from life as a youth in the wide-open spaces and forests of Alaska. The forests of Alaska, including the Tongass and Chugach national forests, exceed 20 million acres and constitute a great storehouse of wealth for Alaska and the Nation as a whole. The concept of multiple use which has been tested in actual practice within our country for over 60 years has proved successful and should now be recognized as national policy for the future in the field of forest management. This concept of multiple use combined with sustained yield conservation practices will, if adopted as our policy for the future, constitute a positive measure for the benefit of our children and our children's children on the basis of the greatest good for the greatest number. In so saying I assure you that I reflect the great preponderance of opinion of the people of Alaska as well as the official policy of my great State expressed in section 4 of article VIII in Alaska's State constitution on the subject of natural resources as follows:

Fish, forests, wildlife, grasslands, and all other replenishable resources belonging to the State shall be utilized, developed, and maintained on the sustained yield principle, subject to preferences among beneficial uses.

In the light of Alaska's position just stated you can well understand my interest in the bill before us. It enunciates the same principles for future Federal policy as are already set forth in Alaska's constitution for management of State lands, including forests. The point becomes more meaningful when you consider that the greatest of Alaska's forests are national forests which will remain under Federal jurisdiction and management. Passage of the legislation before us will insure the application of the same basic principles throughout the great area of Alaska regardless of whether particular acreage be State or Federal.

The national forest areas in Alaska are rich not only in timber for pulp mills and lumber mills, but endowed with a great water supply for hydroelectric production, salmon runs of great renown and great recreational value for the people of America in terms of boating, hiking, sports fishing, and hunting for bear, moose, deer, mountain goats and sheep and other forms of wildlife which are abundant in this scenic wonderland.

I join with the sponsors and cosponsors in urging passage of H.R. 10572.

Mr. COOLEY. Mr. Chairman, I yield such time as he may desire to the gentleman from Michigan [Mr. DINGELL].

(Mr. DINGELL asked and was given permission to revise and extend his remarks.)

Mr. DINGELL. Mr. Chairman, I thank the gentleman from North Carolina for yielding to me. I would very much appreciate clarification of one point that has been concerning me. I would like to ask the distinguished gentleman whether or not this bill will in any way affect mineral leasing laws within the national forests, or water rights within the national forests, State and Federal laws existing at this time on water rights within the national forests, mineral leases, grazing leases, and other use permits within the national forests. I am particularly concerned that the bill might in some way change Federal property rights and Federal prerogatives on national forest lands.

Mr. COOLEY. I think I can assure the gentlemen that there is nothing in this legislation that will interfere in any way with any of the matters the gentleman has mentioned.

As I said earlier, when the bill is read for amendment, I will introduce an amendment providing that nothing herein shall be construed as to affect the administration of mineral leases, prospecting and other use of Federal land within the national forests.

Mr. DINGELL. I thank the gentleman. I am very glad to hear that the bill is not intended to change existing law. I had been much concerned over this point and am grateful for the help of the distinguished chairman of the Agriculture Committee in clarifying this point of legislative history.

Mr. HOEVEN. Mr. Chairman, I yield 5 minutes to the gentleman from New York [Mr. PIRNIE].

(Mr. PIRNIE asked and was given permission to revise and extend his remarks.)

Mr. PIRNIE. Mr. Chairman, as a member of the House Committee on Agriculture and as sponsor of a companion bill, H.R. 10720, I welcome this opportunity to indicate my support of this legislation.

The only federally owned lands administered by the U.S. Forest Service in my State of New York are some 13,750 acres, devoted to the land utilization program. There are no national forests. Notwithstanding, the citizens of New York are interested in the management and utilization of the national forests from Maine to Alaska and to the Gulf of Mexico. Our people travel; they visit these forests for recreation, hunting and fishing. They eat meat raised on the national forest grazing lands in the West. Douglas fir timber and plywood from west coast forests are used in our buildings. Our people realize that hydroelectric developments using water produced on the national forests are important to our national strength and security. And they know that a Nation with well-managed forests faces the future better able to meet the challenging demands of our times.

I particularly want to mention section 3 of the bill we are considering. It has been the policy of the Congress since forestry activities were established in the Department of Agriculture in 1891 to cooperate with the States in the development of private and State-owned natural resources. Cooperative authority for tree planting, forest fire control, forest management advice, insect and disease control and forest research exists and will not be superseded by the legislation under consideration. The proposed legislation will be a policy statement by the Congress of the merits of the activities and the need to encourage the full development of State and privately owned natural resources.

In New York, there are over 11 million acres of farm, industrial, and other non-farm owned woodlands. There are some 3.2 million acres of State forest preserves, forests, parks, game management, county, and municipal forests. Salaries and wages of persons employed full time in our New York forests amount to \$1½ billion a year. The value of the products of our State's wood-using industries is some \$2 billion annually. These are significant contributions to our economy. New York's Representative Clarke was cosponsor of the Clarke-McNary Act of 1924, which stimulated the development of the national forests in the East and provided cooperation with the Forest Service in fire control, extension forestry work, and tree planting. New York started forest tree planting with the first State-owned tree nursery established early in this century. Our State has been of constructive assistance to other States as they embarked on programs for the development and management of natural resources.

Therefore, Mr. Chairman, I have a deep and continuing interest in any proposed legislation that will strengthen re-

source management activities regardless of who owns the land or where it is located. Multiple-use and sustained-yield management practices are good for any forests whether State, Federal, or privately owned. I believe H.R. 10572 is a good bill and merits favorable action.

Mr. HOEVEN. Mr. Chairman, I yield 5 minutes to the gentleman from Wyoming [Mr. THOMPSON].

(Mr. THOMPSON of Wyoming asked and was given permission to revise and extend his remarks.)

Mr. THOMPSON of Wyoming. Mr. Chairman, having introduced a similar bill to H.R. 10572, I rise at this time in support of the pending measure. It is very important legislation, particularly for the 11 Western States, which have large areas of national forest lands within their boundaries.

At the outset of my remarks I would like to clarify a question that has arisen primarily since the legislation was considered in committee. The bill provides that "the national forests are established and shall be administered for outdoor recreation, range, timber, watershed, and wildlife and fish purposes." The question has been raised as to whether or not "grazing of domestic livestock" should be specifically added by amendment. It is my understanding that the committee in the consideration of this bill has limited itself to the listing of resources from the forests without listing the uses to which the resources are to be put.

It is my further understanding that by including "range" as a specific listed resource, it is contemplated and intended that this includes as a use of that resource the grazing of domestic livestock. I would like to ask the chairman of the committee if that is the reasoning and intent of the committee.

Mr. COOLEY. Yes. The word "range" is in line 5 of the bill.

Mr. THOMPSON of Wyoming. And the use to which it would be put, though, would refer to the grazing of domestic livestock as each Member has pointed out in his remarks.

Mr. COOLEY. That is right.

Mr. THOMPSON of Wyoming. I thank the gentleman.

Mr. McINTIRE. Mr. Chairman, will the gentleman yield?

Mr. THOMPSON of Wyoming. I yield to the gentleman from Maine.

Mr. McINTIRE. The gentleman from Wyoming, is vitally interested in forestry matters and we value his counsel on all matters including forestry. The gentleman has expressed the purpose of this language and the listing of renewable resources express this broader term, then you divide these resources in the several uses, a range into grazing, and so forth.

Mr. THOMPSON of Wyoming. I thank the gentleman from Maine. I understand the problems that are involved. If we attempt to list all of the uses that come in these various categories, it would become almost a 10- or 20-page bill instead of the type of precise legislation we have today. For example, under "watershed" we would have the listing of water for irrigation,

for domestic use, for municipal use, for industrial use, and so on down the line.

Mr. McINTIRE. The gentleman has expressed the problem which was before the committee, and so rather than get into the separate divisive definitions, we have supported the concept which we have outlined in our colloquy.

Mr. THOMPSON of Wyoming. I again thank the gentleman.

Mr. Chairman, how the national forests are administered is of great importance to the Nation, in the present and in the future. The area of the forests alone is indicative of their importance. Within the continental limits of the United States there are over 181,000,000 acres of national forest lands. Within the public land States of the West, the concentration is, of course, greater. As an example, within the State of Wyoming which it is my privilege to represent, over 8,568,000 acres are national forest lands, which amounts to almost 14 percent of the total area of the State.

This is a semiarid area, in which water is most important to the future growth and the development of all of our abundant natural resources.

Situated as they are, the forests are a key to water development, storage and utilization.

The livestock industry, both cattle and sheep, is one of Wyoming's largest businesses. Forage on the national forests is not only important in itself, but has become a major factor in the economic utilization of a large portion of the nonforest lands. Anything that would disturb the balance of this would create serious economic problems.

Third of importance in Wyoming's industries is the tourist industry. Wyoming is second to none in scenic splendors and tourist attractions. Hunting, fishing, and camping within the national forests of Wyoming attract thousands of sportsmen and tourists each year.

Lumber and other timber products produced from the forests are becoming of increasing importance. Several communities depend upon this for their economic well-being.

As the Department of Agriculture has administered the national forests, a policy of administration has been developed so as to recognize all of these and other uses, and has been commonly referred to as administration for multiple use and sustained yield. The purpose of this legislation is simply to codify that policy and to express it as the policy of the Congress. It is most important that this should be done. From first hand observation, I believe wholeheartedly in the multiple-use principle and, although there are times when relative values must prevail, in almost all instances the forests can be administered to give to the public the benefit of the various resources simultaneously.

I think we should pay particular attention to the things that this legislation does not do. In the first place, it will not in any way affect or restrict the future development of the mineral resources within the national forests. It would not in any way interfere with

mining operations or the production of oil and gas. This is most important and has been specifically provided in the legislation.

In the Department communication requesting this legislation, in the hearings, in the committee report, and in the debate, it has been clearly indicated that it is not the intention to in any way extend to the Secretary of Agriculture or any other agency of the Federal Government authority to manage the fish and wildlife on the national forests. This is now and should remain the sole jurisdiction and responsibility of the States. To make doubly sure of this, I will support an amendment to specifically write this into the law.

As a matter of fact, Mr. Chairman, this legislation gives no authority to the Secretary which he already does not have. The effect of the legislation is merely to write into the law the principles of multiple use and sustained yield for the managing of the national forests. It is most important that we should do so, and I urge favorable consideration of this legislation.

Mr. HOEVEN. Mr. Chairman, I yield 3 minutes to the gentleman from North Dakota [Mr. SHORT].

Mr. SHORT. Mr. Chairman, I do not know that I should take this time. I am too close however to some of the problems which have existed in the past, too close to the present use of various lands out in the West under supervision of the Forest Service not to be prompted to make a few remarks when a bill, so inclusive as this one, dealing with the future use and the future production of our forest lands is under consideration. I think the very universal acceptance that has been expressed here this afternoon of this bill precludes the necessity of my making any further remarks in defense of the bill.

Mr. Chairman, I think I should point this out, that a part of the reasons for this universal acceptance of this bill stems from the fact that we have had in recent years some very enlightened, very constructive, very sound, very realistic management of the forest lands. I well remember as a rancher the day when the rancher in the West sometimes looked upon the representative of the Forest Service as almost in the same category as a predatory animal, you might say. I am very glad to say that that day has long passed. The rancher and other people, it has been gratifying to me to learn, the wildlife people, the wilderness people, the watershed people, and the timber people now accept grazing as one of the proper uses of forest lands if it is properly administered. The ranchers and the Forest Service have resolved their differences through the years and now this conflict of interest that used to exist no longer exists. The rancher now is just as concerned about the long-time protection of the renewable resources on these forest lands as anyone.

Mr. Chairman, I think this bill deserves the support of everyone in the House and I urge its passage.

Mr. COHELAN. Mr. Chairman, will the gentleman yield?

Mr. SHORT. I yield.

Mr. COHELAN. Mr. Chairman, I rise in support of this legislation.

I wish to commend members of the Committee on Agriculture for submitting amendments to H.R. 10572 to clear up certain confusions and reservations which I have shared with a number of my colleagues.

Specifically, I support the addition of language to section 2 of the bill to stipulate that wilderness areas can be set up and maintained in full consistency with the purposes of the act—that is, that “wilderness” is a multiple use equal in status to commercial uses. At the same time, I understand that this new language does not in any way preclude later action on a separate wilderness bill for it remains for the Congress to act on the problems of how and when wilderness areas are to be established and how public control is to be exercised.

Furthermore, I appreciate the committee's amendment to include in this legislation definitions of the key concepts “multiple use” and “sustained yield.”

With these amendments I support the measure with the understanding that the record today clearly expresses the intent of the House of Representatives that this bill shall in no way be taken as a restriction or prohibition of the Secretary of the Interior's authority to continue to conduct studies of various Federal lands, including national forest lands, to assess their park and recreational potential.

(Mr. COHELAN asked and was given permission to revise and extend his remarks.)

Mr. HOEVEN. Mr. Chairman, I yield 2 minutes to the gentleman from Pennsylvania [Mr. SAYLOR].

(Mr. SAYLOR asked and was given permission to revise and extend his remarks.)

Mr. SAYLOR. Mr. Chairman, I take this time to direct a question to the Chairman of the committee. I should like to ask whether there is anything in this bill which will change the basic principles laid down in 1905 by Gifford Pinchot when he outlined the uses for which our national forests were to be maintained.

Mr. COOLEY. I do not have Governor Pinchot's words before me and I do not know what he said at that time. But I know that this bill does not make any change in the program that we have had through the years.

Mr. SAYLOR. The reason I ask that question is this. From 1905 until today the statement of Governor Pinchot has been followed as the bible in the Forestry Service. I wanted to know whether or not there is any intention in this bill to change any of the principles which he laid down.

Mr. COOLEY. This bill simply tries to clarify the administrative responsibilities of the Secretary of Agriculture. It is to provide the greatest good for the greatest number of the people. I do not think that we make any basic change at all.

Mr. SAYLOR. I have been informed by the chairman of the committee that

he expects to offer an amendment on page 2, line 9, which will state that the establishment and maintenance of wilderness areas is consistent with this act.

Mr. COOLEY. Yes.

Mr. SAYLOR. If that is the case, would the chairman object to including the preservation and use of wilderness areas as one of the purposes of the bill in section 1?

Mr. COOLEY. I think that is already covered by the term “outdoor recreation.” I do have a wilderness amendment which I have read to the House; I should be glad to read it again.

Mr. SAYLOR. I have read that. I just wondered if the gentleman would object to an amendment which would add the preservation of wilderness areas to section 1.

Mr. COOLEY. I cannot see any reason to have any amendment to section 1.

Mr. HOEVEN. Mr. Chairman, I yield 3 minutes to the gentleman from Michigan [Mr. KNOX].

(Mr. KNOX asked and was given permission to revise and extend his remarks.)

Mr. KNOX. Mr. Chairman, I join my colleagues in commending the Committee on Agriculture for bringing this legislation to the floor of the House. I believe the purpose of the proposed legislation as a multipurpose bill should encourage and enable marked accomplishments in the improvement of our national forests. However, I have concern about one thing and at this time I should like to direct the chairman's attention to page 7 of the committee report, the last paragraph, which states:

Enactment of this legislation would not increase costs of managing or developing the national forests. It would help to assure attainment of the long-range national forest objectives described in the program for the national forests referred to above.

Mr. Chairman, I am quite concerned, based on my personal observation, about the lack of policing in the management of our national forest parks. I was in my congressional district over this past weekend. In addition to tending to other business I went on an inspection tour of the national parks in my area and also visited the site of one which is contemplated. I was amazed and appalled at the vandalism to which these beautiful facilities had been subjected, where there is no or inadequate policing of our national forest parks. It would seem to me that if we are launching on such a wide program with the meritorious objectives that this program has, we should certainly recognize that it is going to cost some additional money to have the right kind of supervision in the form of policing these parks so they will be kept clean and so vandalism will be eliminated.

There have been evidences of people deliberately taking logs or axes or some other implement to smash windows and screens of bathhouses. They have left liquor bottles, wine bottles, beer cans and other trash strewn all over the park. As long as a group of park users misuse park facilities, there is only one way the other citizens of our Nation, and I might add the vast majority of our

citizens, can have a good park service, and that is to have adequate and effective policing. The question I raise is that the committee report states that the enactment of this legislation will not entail additional cost.

Mr. COOLEY. I think the gentleman is in error. Is the gentleman aware of the fact that he is quoting from the Acting Secretary's letter?

Mr. KNOX. The committee put it in as part of the report. They must have believed it.

Mr. COOLEY. Not always have we agreed with the Secretary, nor do we always agree with his report. Acting Secretary Peterson said just what the gentleman quoted, that the enactment of this legislation would not increase costs of managing or developing the national forests.

Mr. KNOX. May I also state that members of the committee have also said on the floor there would not be any additional cost. I am interested in assuring that sufficient money is available to do a complete job.

Mr. COOLEY. Does the gentleman take issue with Mr. Peterson, who made the statement?

Mr. KNOX. I take issue with the report, because I believe it is going to cost additional money.

Mr. COOLEY. If the gentleman takes issue with Mr. Peterson, I suggest he take that up with him.

Mr. KNOX. Mr. Peterson did not report the legislation to the House.

Mr. HOEVEN. Mr. Chairman, will the gentleman yield?

Mr. KNOX. I yield to the gentleman from Iowa.

Mr. HOEVEN. The directives of the Forest Service are very clear as to maintaining and policing these parks. If there is not enough money made available, that is within the jurisdiction of the Committee on Appropriations.

Mr. KNOX. That is correct, subject, of course, to the limits of the authorization.

Mr. McINTIRE. Mr. Chairman, will the gentleman yield?

Mr. KNOX. I yield to the gentleman from Maine.

Mr. McINTIRE. I think the gentleman from Michigan understands, also that the total receipts from the national forests are in excess of the amounts of money which are made available for the Forest Service in their work. There are a number of us, and I personally, who have visited the national forests on the problem of recreation within the national forests and have strongly encouraged some additional legislation in this field, which has not yet reached the floor, but who have also been aware of the fact that there is a problem in this area. The Forest Service management recognizes and within the extent to which funds are provided which can be used for these purposes is attempting to discharge its responsibility.

Mr. JENSEN. Mr. Chairman, will the gentleman yield?

Mr. KNOX. I yield to the gentleman from Iowa.

Mr. JENSEN. I have been interested in listening to the colloquy that has taken place on this issue. I happen to

be the ranking minority member of the Committee on Appropriations for National Parks. It comes under the Public Works Committee. Never to my knowledge has there been brought to the committee's attention that there was not sufficient protection and provision of funds.

I may say this. That the personnel in the Forest Service is quite large, as the gentleman knows.

Mr. KNOX. That is correct and I believe that to the extent of their numbers in terms of the magnitude of their responsibility, they are to be commended for the work they do.

Mr. JENSEN. And I believe that personnel could be moved from other places into the park, which the gentleman has just explained, in his State, and take proper care of that. So, it is possible that money will be needed. I want the gentleman to know that I will look into this matter from the standpoint of the Committee on Appropriations. I want to thank the gentleman for bringing it to the attention of the House.

Mr. KNOX. I thank the gentleman from Iowa, and I support the legislation. I do hope the necessary appropriation will be made available so that proper policing can be done in the National Park Service.

Mr. HOEVEN. Mr. Chairman, I yield 2 minutes to the gentleman from New York [Mr. BARRY].

Mr. BARRY. Mr. Chairman, I rise in support of this bill. It so happens I have had a long acquaintance with the national forests in the Far West even though I am a New York Member. I own some property completely surrounded by a national forest and I have worked over the years in conjunction with the U.S. Forestry Department. I commend the Department of Forestry for the awareness they have shown in recent years in protecting and utilizing our natural resources to the utmost. This is one of the most important pieces of legislation that has come before this House since I have been a Member. The national forests are one of the precious assets this Nation has. These assets must be utilized carefully.

There should be no waste. This bill is a step in that direction. Multiple-purpose use of our national forests will redound to the best interest of every citizen in America and contribute to the long-term strength of our Nation not only in providing recreation but also in providing timber as well as metal ores which play such an important role in all that has made America strong.

Mr. Chairman, I thank the gentleman for the opportunity to speak in behalf of this bill at this time.

Mr. HOEVEN. Mr. Chairman, I have no further requests for time.

Mr. COOLEY. Mr. Chairman, I yield such time as he may require to the gentleman from South Carolina [Mr. McMILLAN].

Mr. McMILLAN. Mr. Chairman, I want to go on record as supporting this proposed legislation. I am a member of the Forestry Subcommittee and as vice chairman of that committee I had the opportunity to hear all the testimony before our committee on this proposed bill.

We made a desperate effort to meet the objections of the opposition and to comply with the wishes of every segment of the lumber industry and all other people who had an interest in the forests of this country. I think we have a good bill and I hope it will pass unanimously.

Mr. COOLEY. Mr. Chairman, I yield such time as he may require to the gentleman from South Carolina [Mr. HEMPHILL].

Mr. HEMPHILL. Mr. Chairman, I am delighted that H.R. 10572 is to be enacted. I believe it will provide for an economical and productive use of our forest products and the incidental potentials such as wildlife preservation, grazing, soil conservation, water conservation, and preservation of natural resources.

Our natural forests are always a bulwark against erosion, a place for experimentation, and management of forestry can be safely and expeditiously practiced, and a paving of refuge for those who want the peace of mind nature provides.

I congratulate the committee on its excellent work. I am delighted that the States are considered and I urge the passage of this legislation.

Mr. COOLEY. Mr. Chairman, I yield such time as he may desire to the gentleman from West Virginia [Mr. HECHLER].

Mr. HECHLER. Mr. Chairman, as the sponsor of a bill identical to H.R. 10572, I urge the House to enact this vital measure.

The State of West Virginia today is in the midst of a reappraisal of its resources, in the hope of finding new means of employment and increasing our gross product—and thus to alleviate the depressed economic condition of the State.

In every discussion of these resources and possibilities, the vast potential of the State's timberland is mentioned as one of the most promising prospects.

This is easy to understand. Sixty-four percent of our State is covered by timber, and within our borders lie two great national forests—Monongahela and George Washington.

Timber last year was a \$100 million industry in the State of West Virginia, and the tourist trade—which is largely centered in our heavily forested areas—accounted for another \$270 million.

This is but a glimpse of what lies ahead. Dr. Warden M. Lane, director of the West Virginia Conservation Commission, said only this past Tuesday that the tourist trade could readily reach an annual volume of a billion dollars, if proper promotion and management can be attained. He pointed out that the tourist business, which depends largely on the handsome vacation grounds located in the main in our national forest land or other timbered areas, can be an even more lasting resource than the vast deposits of coal underlying our gorgeous mountains. Dr. Lane said:

It little matters to me whether we get \$8 for a ton of coal or \$8 from a tourist. But when a ton of coal is taken out, it is gone—and a satisfied tourist will come back again.

He pointed out that a protective cover of trees is an ideal way to preserve the topsoil of many acres of West Virginia which is arable but not needed now for agricultural use. This, of course, is a means of creating a ready-made and foolproof soil bank.

Dr. Lane also pointed out in a corollary to the recent meeting of Appalachian State Governors to discuss the economic problems of that area that forestry already provides 1 job in 10 for West Virginians, and that this figure can become much higher if we can attract lumber processors, such as furniture manufacturers and plywood firms.

In short, there appears to be a bright future for West Virginia through the use of its forest resources—provided that one catalyst enters the picture. That one catalyst is wise, intelligent, long-range management of this priceless resource.

Without this, potential fortunes can be lost, jobs will fail to materialize, tourists will not be attracted—and a golden opportunity will be lost to West Virginia forever.

To achieve these twin aims of increasing the production of timber and wood products, and at the same time expanding our attractions for the tourist and vacationer, a basic conflict in the aims of the timber producer and vacation promoter seems inevitable.

It is not easy to pull together the divergent views of the timber cutter, the vacationer, the hunter and fisher, and the conservationist, but it is an urgent and pressing need.

The passage of H.R. 10752 is a means of achieving this, at least in regard to the national forests lying within the State. While it is true that the multiple use, sustained yield principle has long been an established policy and philosophy of the Forest Service and the Department of Agriculture, I believe it is important that this principle be established in law.

I might point out that there is virtually no opposition to this measure—for conservationists, lumber companies, and the various Government departments all seem to recognize that the passage of such legislation will be permanent insurance against the stripping or abuse of our national forests by any single-interest group.

Passage of H.R. 10752 would be good for the various interests most closely interested in the national forests, it would be good for West Virginia, and it would be good for the Nation.

Mr. COOLEY. Mr. Chairman, I yield 3 minutes to the gentleman from Colorado [Mr. ASPINALL].

(Mr. ASPINALL asked and was given permission to revise and extend his remarks.)

Mr. ASPINALL. Mr. Chairman, I rise in support of the general policy of multiple use and sustained yields in our national forests. I shall support the pending legislation with the amendments being proposed under the sponsorship of the Committee on Agriculture.

The national forests, as is commonly known, originated through reservations created from the public domain. They

then were expanded to include lands acquired by various means. Committee jurisdiction in the Congress is divided along this historical line—forest reserves created from the public domain, totaling 160 million acres, come under the Committee on Interior and Insular Affairs. Acquired national forest lands, totaling 26 million acres, come under the Committee on Agriculture. The two committees cooperate closely with each other in their consideration of national forest affairs. This spirit of cooperation is further exhibited in discussions that I have had with the distinguished chairman of the Committee on Agriculture and the distinguished chairman of the subcommittee concerning this legislation.

Let me say at the outset that I was critical of the framework in which this legislation was sent to the Congress by the administration. We all know that multiple use and sustained yield, as general policies of natural resource management, are not confined in their application to the national forests. They are beneficial policies of wise land use having general application. Multiple use is and should be the general rule in the management of all rural lands in Federal ownership. There are but few, if any, defensible instances in which a policy of single use is applicable. Let the executive communication, from which was originated the bill before us, reflect only a fragmentary or piecemeal approach.

May I say that there is no monopoly in the Department of Agriculture so far as multiple use is concerned. The Department of the Interior has just published a very fine booklet, *Conservation Bulletin 42*, on "Forest Conservation." The booklet makes it very clear that the administration of forest lands by that Department has goals of multiple use and sustained yield. I believe that my colleagues are familiar with the so-called O. & C. lands in Oregon, administered by the Bureau of Land Management. The O. & C. Act, enacted in 1937, represented the first time in the history of forestry in America that a plan of sustained-yield management was authorized by law for a specific Federal forest property.

It should be remembered that the modern idea of forest conservation originated in the 1870's in the Department of the Interior. Undoubtedly the existence of a staff of professional foresters in the Department of Agriculture was an important reason for the transfer of the forest reservations to that Department in 1905. The minerals administration was retained in the Department of the Interior because of expert knowledge in that field.

Now that multiple uses have been extended, the nontimber uses have greatly expanded. The Secretary of Agriculture stated that recreational use of national forests will increase ninefold by the year 2000. The prospect is that the nontimber functions of the Forest Service may become predominant.

As the Forest Service emerges more and more as a general land management agency, the original distinction which

caused it to be placed in the Department of Agriculture loses its significance. This is confirmed by no less an authority than the assistant secretary in charge of the Forest Service, who, in a speech in 1959 stated:

The Forest Service is now not only a forestry agency—it is a land management agency with wide ranging areas of responsibility for the multiple-use sustained-yield management of the national-forest system, and for the continuous improvement of that system so that the values obtainable from it may be fully realized as the need for them develops.

The assistant secretary went on to criticize what he called proposals to dedicate areas of the national-forest lands to public parks and to transfer them to what he called "single use." He cited as an example of those proposals the movement, reflected in legislation pending before the Committee on Interior and Insular Affairs, to establish a national park in the North Cascades area in the State of Washington. He referred to this proposal under the category of a "single use," and stated that such proposals would tend to dismember the national forest system and would be contrary to the public interest.

I shall have more to say later about the effect of H.R. 10572 on the full and fair consideration of pending and future legislation of the type referred to by the Secretary.

The principles of multiple use do and should apply to Federal lands generally, and the Congress, as the custodian of public lands has a duty to see that these principles are carried out.

At this point I wish to commend the Conference of Western Governors for a resolution adopted by them in September of last year, in a meeting at Sun Valley, Idaho, urging, among other things, that a study be made to determine whether the principles of multiple use of Federal lands are, in fact, being carried out by the Government. Hearings held by the Committee on Interior and Insular Affairs in the past few years have revealed serious shortcomings in this regard in certain areas administered by our military departments. The Committee on Interior and Insular Affairs is endeavoring to build into legislation that comes before it a sound program of multiple use. The most recent example of this is my bill—H.R. 6597—to readjust the boundaries of Dinosaur National Monument, providing for continued grazing use for an extended period.

It is not, of course, a fatal defect that this pending legislation deals with only one element of the general problem. We should, however, assure ourselves that in dealing with one segment we do not cause disturbance to other elements.

I shall now turn to the constructive results of an exchange of letters that I have had with my good friend the chairman of the Committee on Agriculture, and I shall include the letters in the *RECORD* following my statement.

I wrote first on April 4 expressing my belief in the basic policies, but raising questions as to specific language. I asked in effect nine questions. Let me sum-

marize the answers obtained from the chairman of the Committee on Agriculture in the form of a letter of May 5 from the Department of Agriculture, as follows:

First. The policies of multiple use and sustained yield already fully apply to national forest lands under existing laws. The present legislation merely provides a directive that these policies be continued.

Second. Under this guiding directive, and the definition of "multiple use" contained in the committee's report, the pressures for overutilization of national forest lands can be avoided.

Third. The bill is directed only at those functions performed by the Department of Agriculture in the administration of the national forests. Laws administered by other departments, such as those applicable to prospecting and mining, would not be affected by this legislation.

Fourth. Multiple use does not rule out single or other restricted use in limited areas.

Fifth. Both tangible and intangible resource values are to be considered by the forest administrator in arriving at the combination of uses that will best meet the needs of the people.

Sixth. Applicants who desire to use national forest lands for single uses in limited areas will have an opportunity to have their applications considered by the Forest Service and they will not be dealt with arbitrarily.

Seventh. Enactment of H.R. 10572 could not in any way prevent the full and fair consideration by the Congress of any pending or future legislation. This, of course, includes various proposals to transfer national forest lands to the national park system.

Eighth. Enactment will not modify the authority of the President to restore public lands in national forests to ordinary public domain status; and

Ninth. Enactment will not directly affect the placement of the Forest Service as an agency in the Department of Agriculture.

These answers are fully set out in the text which I shall include in the *RECORD*. I think that they go a long way toward resolving doubts that many of us have had about the legislation. There remain two exceptions. One exception concerns prospecting and mining. The other concerns certain inferences that may be drawn from the legislative history regarding land use policies for other classes of Federal lands.

First. Regarding mining, I join with those who have believed that a serious problem remained, under the legislation as reported, concerning the treatment to be given to mineral resources in the national forests. For example, the Baker, Oreg., Chamber of Commerce has concluded, on advice of counsel, that the bill as reported would cause uncertainty and confusion in the matter of access rights and other rights connected with mining claims situated on national forest lands.

Second. I think that the Congress, through this bill, should not infer in any way that a policy of multiple use is not generally applicable to the na-

tional park system, or to any other class of Federal lands of rural character. I am especially concerned as to the references made by the Assistant Secretary of the Department of Agriculture, to which I have referred, which imply that all lands in the national park system are administered under a policy of single use. Lands in the national park system, as my colleagues know, are administered generally under a multiple use policy, providing for watershed protection, outdoor recreation, habitat for fish and game, forestry—in the sense of forest protection—and in some cases grazing and mining, or other purposes, in accordance with authorizations and limitations provided in the authorizing legislation.

In view of these two considerations, I have proposed certain language which I am glad to say was accepted by the Committee on Agriculture and has been included in the committee's amendment.

COMMITTEE ON INTERIOR AND
INSULAR AFFAIRS,
U.S. HOUSE OF REPRESENTATIVES,
Washington, D.C., April 4, 1960.

Hon. HAROLD D. COOLEY,
Chairman, Committee on Agriculture,
House of Representatives, Washington, D.C.

DEAR MR. CHAIRMAN: This refers to the bill pending in your committee, H.R. 10572, by Representative GRANT, authorizing and directing that national forests be managed under principles of multiple use and to produce a sustained yield of renewable products and services. Sustained yield and multiple use are well established as principles of resource management, and further congressional recognition of them as proposed in the measure is to be desired so that all legitimate uses and values may be protected. There may, however, be some problem with respect to specific language, and your consideration of the following comments and suggestions will be appreciated.

As I understand the executive communication from the Department of Agriculture, the purpose of the bill is to give statutory recognition to certain policies and practices already in effect. These policies and practices are identified as follows: (1) Administration of national forests for a sustained yield of products and services; (2) administration of the national forests for multiple uses; and (3) cooperation with State and local agencies and other groups in developing the forests. There is some implication in the executive communication that the existing policies of the Department with respect to national forests differ from the policies of Congress, but I think that this is a matter of form rather than of substance. I would object if I felt that the purpose is to realign statutory authorizations so as to reflect changes in policies placed into effect without authority from Congress.

The executive communication indicates that the legislation would not expand or extend the Department's programs and activities and that the costs of managing and developing the forests would not be increased. The expressed need is to retain or protect lands and resources in the national forests from overuse or disposition. The communication states that the legislation "would protect national-forest resources from possible over-utilization in the future as a result of economic pressures or those of single-interest groups."

It is not apparent to me from the bill itself or from the executive communication how these pressures would be avoided. If it is intended that only the five uses named in the bill will be permitted on national forest

land, I would have to object since there are other traditional and legitimate land uses that are not included within the five-named uses. Among these are prospecting, mining, water storage, rights-of-way, and industrial or occupancy uses in limited areas.

I recognize that in many instances persons have established private nonmining uses of national forest lands under the guise of mining. Such practices should be prevented, but such prevention should not interfere with beneficial exploration and development of mineral resources.

As you know, the multiple-use principle does not rule out the single use or restricted use of limited areas for beneficial purposes. Perhaps a more liberal expression of the multiple-use principle would be appropriate in the bill, such as to say that the national forests shall be administered for conservation and multiple use, including, but not limited to, forestry, grazing, habitat for fish and game, outdoor recreation, prospecting and mining, watershed protection, and water supply purposes.

I trust that the word "values" in the second sentence of section 2 of the bill does not refer to monetary values alone, to the exclusion of nonmonetary measures of relative importance, and that the language of the sentence in which that word appears does not contemplate the values of resources other than the five named in section 1 of the bill will be disregarded.

The bill gives little guidance as to how the relative values of the resources or the relative merits of competing uses will be established, or what disposition will be made in case of dispute. I trust that there is no intention to deal arbitrarily with applicants for single uses, even though appearing in the form of pressure groups, and I assume that there is no intention that the legislation will prevent the full and fair consideration of pending or future legislation to dispose of tracts of national forest land or transfer national forest areas to other agencies for administration, such as for water-storage or national park purposes. I also assume that nothing in the bill is intended to prevent the return of national forest areas to vacant public land status in appropriate cases as provided in 16 U.S.C., sec. 473.

I assume that nothing in the bill is intended to affect the placement of the Forest Service within the organization of the executive branch. I suspect, however, that there will be those who will view the bill as an opportunity to raise the perennial organizational question. I think it is clear, at any rate, that the Forest Service has evolved from an agency primarily concerned with watershed protection and raising timber as a crop to a general land management agency concerned to a major extent with recreational (park), fish and wildlife, mineral, and grazing matters, in addition to forestry matters, in the administration of public lands.

Sincerely yours,

WAYNE N. ASPINALL,
Chairman.

HOUSE OF REPRESENTATIVES, U.S.,
COMMITTEE OF AGRICULTURE,
Washington, D.C., April 7, 1960.

Hon. WAYNE N. ASPINALL,
Chairman, Committee on Interior and In-
sular Affairs, House of Representatives,
Washington, D.C.

DEAR MR. CHAIRMAN: Thank you for your letter of April 4, 1960, commenting on H.R. 10572, relating to the administration of the national forests.

I believe that most of the assumptions you have made in your letter are correct and that you have nothing to fear from the provisions of this bill in respect to any of the matters you have mentioned.

The terms of the bill are quite broad and, I believe, need some additional clarification before action is taken on it. I am, therefore,

sending a copy of your letter to the Department of Agriculture and asking for comments on the points you have raised. I am sure that their reply will be helpful to both of us in clarifying the intent of this legislation.

With cordial good wishes, I am,

Sincerely yours,

HAROLD D. COOLEY,
Chairman.

HOUSE OF REPRESENTATIVES, U.S.,
COMMITTEE OF AGRICULTURE,
Washington, D.C., April 10, 1960.

Hon. WAYNE N. ASPINALL,
Chairman, Committee on Interior and In-
sular Affairs, House of Representatives,
Washington, D.C.

DEAR MR. CHAIRMAN: In further response to your letter of April 4, 1960, commenting on H.R. 10572, as indicated in my reply of April 7, 1960, I transmitted a copy of your letter to the Department of Agriculture with the request for its comments thereon. I am enclosing herewith a copy of the reply I have received from Assistant Secretary Peterson.

I am also enclosing a copy of the committee report on the bill which has been favorably reported after the inclusion of amendments which have been carefully worked out with some of the groups having a particular interest in the national forests.

In the light of our committee report and of the comments on your letter received from the Department of Agriculture, I believe you will agree with me that the enactment of this measure can have nothing but beneficial effects in making the national forests serve to an even greater degree the needs and welfare of all of the people of the United States.

With cordial good wishes, I am,

Sincerely yours,

HAROLD D. COOLEY,
Chairman.

DEPARTMENT OF AGRICULTURE,
Washington, D.C., May 5, 1960.

Hon. HAROLD D. COOLEY,
Chairman, Committee on Agriculture,
House of Representatives.

DEAR CONGRESSMAN COOLEY: This is in response to your letter of April 7, 1960, requesting our comments on questions raised by Congressman ASPINALL, chairman of the Committee on Interior and Insular Affairs, with respect to H.R. 10572.

H.R. 10572, a bill "to authorize and direct that the national forests be managed under principles of multiple use and to produce a sustained yield of products and services, and for other purposes," is the same as the draft bill transmitted to the Speaker of the House of Representatives with our letter of February 5, 1960.

We are pleased to note Congressman ASPINALL's statement that "sustained yield and multiple use are well established as principles of resource management, and further congressional recognition of them as proposed in the measure is to be desired so that all legitimate uses and values may be protected." We will comment on his questions in the order in which they are presented:

1. Whether existing policies of the Department with respect to the national forests differ from the policies of Congress: It was not the intent of our letter of February 5 to the Speaker to indicate that this bill would bring about any realignment of statutory authorizations so as to reflect changes in policies placed in effect without congressional authorization. We believe that the policy of administering the national forests under principles of multiple use and sustained yield, which have long been in effect, are within congressional authorizations. As stated in our letter of February 5, "The Department does not believe there is any question as to its authority to so manage the national forests, and the recommendation

that this draft bill be enacted should not be so construed." Enactment of the bill would provide a statutory directive that these policies continue. They have been applied in the past within the framework of existing authority but without any specific directive to do so.

2. How would over-utilization as a result of economic pressures or those of single-interest groups be avoided? Although the principle of sustained yield may be applied in the management of the national forests at the present time, there is no directive that such principle must be applied. Thus, the various pressures for heavy use of particular resources must be resisted at the present time by the application of discretionary decisions without the supporting directive from the Congress that the principle of "sustained yield of the several products and services" be applied. The report of your committee includes a definition of this term as follows: "Sustained yield of the several products and services of the national forests means the achievement and maintenance in perpetuity of a high-level annual or regular periodic output of the various renewable resources without impairment of the productivity of the land." With this guiding definition and directive from Congress for its application, the pressures for overutilization can be avoided.

3. Whether "it is intended that only the five uses named in the bill will be permitted on national forest land": Emuneration of the five resources in the bill is by broad categories. Various uses of these resources would be recognized. Neither this enumeration nor any other provision in the bill should be construed in any way as indicating that uses of the national forests heretofore, or which may hereafter be, recognized or authorized are to be prohibited or should not continue. The bill is directed, of course, at those functions performed by this Department in the administration of the national forests. It would not in any way affect the authorities of other departments or agencies, including those of the Department of the Interior and the Federal Power Commission. Neither would it affect activities carried out under laws administered by other Departments, such as the mining laws and the mineral leasing acts. The laws applicable to such activities as prospecting and mining would continue, unaffected by the enactment of this bill.

4. Meaning of multiple use: It is correct that the principle of multiple use does not rule out single or other restricted use in limited areas. This is made clear in the definition of the term "multiple use" contained in your committee's report on the bill. That definition includes the statement "It does not mean using every acre of land for all of the various uses; nor does it preclude managing some areas for less than all uses when necessary."

5. Whether the word "values" in the second sentence of section 2 is limited to monetary values: This word definitely is not to be limited to only tangible values which can be expressed in monetary terms. The values of certain of the renewable natural resources of the national forests, such as timber which is harvested and forage that is consumed by domestic livestock, can be expressed in monetary terms. The value of the water which comes from the national forests cannot realistically be measured in dollars; nor can the value of the outdoor recreation and wildlife and fish resources of the national forests be expressed in dollars. The definition of multiple-use used by the committee makes it clear that the result of multiple-use does not necessarily mean optimum dollar returns, nor for that matter, optimum unit output. Both tangible and intangible values are to be considered in arriving at the combination that will best meet the needs of the American people.

6. Would applicants for single uses be dealt with arbitrarily? No. Most users are single users. Furthermore, as explained above, single uses in limited areas would be recognized and both tangible and intangible values would be considered in trying to attain the best combination of uses so that the national forests will be managed for the greatest good of the greatest number in the long run.

7. Effect upon future legislation: It is fully recognized that the enactment of this bill could not in any way prevent the full and fair consideration by the Congress of any pending or future legislation. In matters of this kind, there is no thought that the enactments of one Congress would prevent subsequent Congresses from considering any legislative matter.

8. Effect upon section 473, title 16, United States Code: Enactment of this bill would in no way modify or affect the authority of the President under this section to revoke, modify, or suspend Executive orders and proclamations establishing national forests.

9. Placement of the Forest Service within the organization of the executive branch: Enactment of this bill would in no way affect the placement of the Forest Service as an agency in this Department for administering the national forests, the land utilization projects, and other related lands; to carry out its program of forest and related research; and to carry out its program of cooperation with State and private owners of non-Federal lands in forestry matters. It is true that with respect to the administration of the national forests, the Forest Service fully recognizes its responsibilities to protect, develop, and administer all of their renewable natural resources.

Sincerely yours,

WAYNE N. ASPINALL.

COMMITTEE ON INTERIOR AND
INSULAR AFFAIRS,
U.S. HOUSE OF REPRESENTATIVES,
Washington, D.C., May 19, 1960.

Hon. HAROLD D. COOLEY,
Chairman, Agriculture Committee,
New House Office Building,
Washington, D.C.

DEAR MR. CHAIRMAN: I appreciate your letter of May 10 concerning a multiple-use policy for the national forests. I believe that most of the questions raised in my letter of April 4 on H.R. 10572 have been satisfactorily answered in the letter from the Department of Agriculture which you have supplied to me. I consider the Department's letter to be very informative, and I plan to include it in my remarks when H.R. 10572 is considered on the House floor.

There remain, however, several questions concerning this legislation that I consider not completely resolved, and I take this means of bringing them to your attention.

There are some who believe that a serious problem remains as to the treatment to be given to prospecting and mining under the legislation. For example, the Baker (Oregon) Chamber of Commerce writes, on advice of counsel, that the bill in its present form would cause uncertainty and confusion concerning access and other rights connected with mining claims on national forest lands. The Chamber suggests that, at the end of section 1, a comma be substituted for the period, and there be added the words "nor to affect any access or other rights, including the rights to prospect for, locate, develop, and acquire minerals and mineral lands within the national forest as provided by existing law." There may be several alternative methods of accomplishing the same objective, such as by limiting the multiple-use policy to surface resources, as in the bill introduced by Representative CLEM MILLER (H.R. 11944), only expanding the named multiple uses to include the

prospecting and mining of mineral resources and the provision of access thereto. I believe that some type of amendment is needed to overcome this problem.

I realize that the report of your committee on the legislation and the Department of Agriculture's letter both offer as justification for omitting recognition of mineral resources the fact that the multiple-use policy within the legislation was intended to be directed only to functions performed by the Department of Agriculture on national forest lands. It is stated that the bill would not in any way affect the authority of other departments or agencies, such as the Department of the Interior or the Federal Power Commission, with respect to national forest lands. I do not find, however, that the first sentence of the bill or its title makes this distinction, and in any event I feel that the distinction is artificial and may be impractical in its application to the natural resources involved. Also, the distinction fails to recognize the fact that the Department of Agriculture, under Public Law 167, 84th Congress, and other laws, has been delegated certain important functions with respect to mineral resources of national forest lands.

In view of these considerations, I believe that I would prefer an amendment providing a more comprehensive statement of multiple-use policy applicable to functions of all departments and agencies so far as they are concerned with national forest lands.

A question has also arisen whether the Congress, through this bill in its present form, by stating a multiple use and sustained yield policy limited to only one department in performing its functions with respect to only one class of Federal lands, may be inferring that these same beneficial policies are not applicable to the same department or to other departments or agencies with respect to other classes of Federal lands of similar character. It has been suggested that an undesirable or destructive result might occur if by implication it should be established that Federal lands not in national forests may or should be managed under a policy of "single use." I am especially concerned over the committee amendment making the policy of multiple use inapplicable to lands within the national park system. Lands in that system are administered generally under a multiple-use policy, providing watershed protection, outdoor recreation, and habitat for fish and game, and in some cases grazing and mining, as we all know.

With cordial good wishes, I am,

Sincerely,

WAYNE N. ASPINALL,
Chairman.

Mr. COOLEY. Mr. Chairman, I yield such time as he may desire to the gentleman from Wisconsin [Mr. JOHNSON].

(Mr. JOHNSON of Wisconsin asked and was given permission to revise and extend his remarks.)

Mr. JOHNSON of Wisconsin. Mr. Chairman, with the growing value of national forest resources and their increased use and accessibility, the pressures for single use of large areas of national forest land have also grown tremendously. That is why it is so important for Congress to reaffirm and clearly state the long-standing principles of multiple-use management and sustained yield for our national forests.

H.R. 10572, which has been introduced by my colleague from Alabama, Congressman GEORGE GRANT, would accomplish this purpose. It would state as the policy of Congress that the national forests have been established and shall be administered for five purposes—out-

door recreation, timber, watershed, range, and wildlife and fish. The bill also directs the Secretary of Agriculture to develop and administer the renewable surface resources of the national forests for multiple use and sustained yield. It also authorizes cooperation with others in the development and management of the national forests.

While the national forests have been administered for many years under the dual conservation policies of multiple use and sustained yield, and there is no question of the Department of Agriculture's authority to so manage the forests, it would be both timely and desirable to recognize in a single statute these multiple-use objectives now found in a variety of statutes and regulations. It would also be advisable to name each of the five major renewable natural resources as purposes for which the national forests are established and shall be administered. Such recognition would serve as protection against excessive advocacy of single use.

Mr. Chairman, Wisconsin's Chequamegon and Nicolet National Forests are of great importance to the State and the entire Midwest. They furnish wood for pulp and lumber, water that is so vital in manufacturing and agriculture, some of the best hunting and fishing in the region, plus many wonderful areas for both summer and winter recreation. Much of this wilderness affords a unique kind of outdoor recreation for people from all over the United States who like to get into the wild country and rough it.

Of course, all of these uses cannot be applied to every acre of national forest land. However, the best use or combination of uses is determined for each area, and then it is so managed to meet the needs of our growing population.

I have joined 50 of my colleagues in introducing legislation similar or identical to Congressman GRANT's bill. I strongly urge that this measure be enacted into law.

Mr. COOLEY. Mr. Chairman, I yield such time as he may desire to the gentleman from Oregon [Mr. PORTER].

(Mr. PORTER asked and was given permission to revise and extend his remarks.)

Mr. PORTER. Mr. Chairman, I favor this legislation. It is right that recreation should be explicitly stated as a use of our great national forests. Certainly millions of our citizens have enjoyed, are right now enjoying, and will long enjoy the uniquely refreshing and inspirational benefits of these areas where a person can renew himself in mind, body, and soul.

No one has better described, praised, and promoted the national forests than my late friend, Senator Dick Neuberger. He had, as I do, high respect and great affection for the officials of the Forest Service. He knew them as I know them, as able and dedicated public servants.

This legislation does not change existing law or practice. It simply makes clear that the national forests are to be administered for multiple use and sustained yield of their products and services. No additional costs are involved. The bill should pass—and, as I am sure

will happen, millions of Americans should continue to enjoy and appreciate the many benefits of our national forests as administered by the Forest Service.

Mr. COOLEY. Mr. Chairman, I yield such time as he may desire to the gentleman from South Dakota [Mr. McGOVERN].

(Mr. McGOVERN asked and was given permission to extend his remarks at this point in the RECORD.)

[Mr. McGOVERN'S remarks will appear hereafter in the Appendix.]

Mr. CLEM MILLER. Mr. Chairman, I would like to express my views on this legislation—the Forest Service multiple-use bill. I support the amended bill as submitted today by the gentleman from North Carolina [Mr. COOLEY] but with reservation.

This legislation to define the mission of the Forest Service is the first comprehensive effort to do so in the 60 years of existence of that agency of Government. It is of utmost importance to those Members with national forests in their districts and also to those Members whose constituents supply the vast numbers of visitors to the national forests.

It is imperative that the language in a bill of this sort be precise and meaningful. It is regrettable that the administration's draft bill was deficient in these respects. It was particularly unfortunate that in a bill which purports to define, the definitions of the key terms—"multiple use" and "sustained yield"—were missing. Forest Service officials have complained that the fundamental principles under which they manage the forests have been misconstrued, misunderstood, and misconstrued. What finer opportunity than the administration's draft bill to define these terms in language incapable of misinterpretation? What more meaningless than to have a bill of definition which fails to include the key definitions? While the proposed amendment is somewhat verbose and recondite, it does, in the end, do the job of defining the two key definitions.

It is also regrettable that section 1 does not spell out in clear and precise terms exactly what are our national forest resources. Similarly, the principal uses in the national forests should be identified. Third, it would be valuable if the resources and the uses are clearly separate and distinct from one another. Some of the resources serve more than one use or purpose. For example, timber is an integral part of watershed management and recreation enjoyment as well as logging.

In addition to mixing uses with resources, section 1 fails to include several fundamental resources and uses. Soil is not named. Water is not mentioned. Mining is not named as a use, nor is occupancy use. I am pleased to see a more positive statement on minerals in the amended bill.

Section 2, by combining the phrases "multiple-use" and "sustained yield," renders the meaning of the section cloudy and uncertain. This is made even more unclear by doubts as to the antecedents of the phrase, "several products and services obtained therefrom."

The second sentence of section 2 is worthy of note—"in the administration of the national forests due consideration shall be given to the relative values of the various resources in particular areas." The use of vague adjectives renders the meaning of the sentence unclear at the precise moment when the utmost clarity was necessary. What the bill means to say at this point is that multiple-use shall not apply to every acre in a national forest. Certainly, a better way to say it could have been found.

The committee made two amendments which, in my opinion, confuse the situation. The bill now states, first, "that the national forests are established and shall be administered for" several purposes. The committee has amended the bill to say:

The purposes of this act are declared to be supplemental to, but not in derogation of, the purposes for which the national forests were established as set forth in the act of June 4, 1896 (16 U.S.C. 475).

The committee report points out that this means national forests can be established for only two purposes, timber and water, but may then be administered for the several purposes listed. If this were desired, I see no reason for stating erroneously in the first sentence of the bill that "the national forests are established for" the several purposes.

I believe the sentence concerning wilderness areas which has been added to section 2 is a significant contribution. I understand it as a statement of policy that wilderness is a multiple-use with stature equal to the commercial uses. I do not believe that action on this bill should or will preclude action on other legislation—the so-called wilderness bill. The problems of how and when wilderness areas are to be established and how to achieve better public control will remain to be solved. The proposed wilderness bill legislation sets forth in precise terms how these problems and conflicts are to be handled for wilderness areas.

I am wondering at this point whether the Forest Service should not make better provision for public scrutiny of proposed management plans for other areas before the plans go into effect. I am thinking of the Administrative Procedures Act, for example. I am also wondering how the Forest Service is to process appeals from those various groups whose use-desires in a particular area may differ and be virtually irreconcilable. I hope these problems will be considered in subsequent legislation.

Through the efforts of the chairman of the Committee on Interior and Insular Affairs the language of the last sentence in section 1 has reverted to much the same form in which it was introduced. This has been done by removal of the amendment which said the bill is not applicable to national parks. The fact that this bill deals solely with national forests seemed so obvious that there was no need for mention of the national parks. The committee report confused me further when it said that the policies of multiple use and sustained yield are not "to be regarded by virtue

of the legislation as in any way applicable to the national park system."

The national parks are, in fact, multiple-use lands. At least three of the purposes in this national forests bill are clearly and fully applicable to the national parks. National parks provide for outdoor recreation, watershed, and wildlife and fish purposes. These purposes are emphasized in the parks, above timber and range.

Unfortunately, the bill—even as greatly improved by today's amendment offered by the chairman of the Committee on Agriculture—represents a fragmentary approach to problems affecting management of Federal lands generally. It seems that the Executive Office of the President, or the Bureau of the Budget, or whoever in the administration screens legislative proposals of the various departments, failed when they cleared this bill for presentation to the Congress. This bill states basic Federal public lands management policy. But it deals with only one class of lands managed by one agency of one department of the Government. The Bureau of the Budget, which is supposed to exert a coordinating influence, has failed completely to present a comprehensive program for Federal land management.

It may be that after the dust has settled, and with the passage of time, we will achieve a greater measure of historical perspective and the haste with which we have considered this far-reaching legislation may be regretted by all.

But this bill should not be confused as being the whole substance of multiple-use legislation. Balanced use and development of the resources of the national forest system can only be accomplished by timely and proper investments in conservation.

The Department of Agriculture has submitted a program for the national forests calling for a 12-year investment which will total \$1.7 billion. This large investment is needed because there have been delays over the last 7 years, and for longer, in meeting the needs that are known to exist.

The administration has opposed increased funds for reforestation and roads. It has sold out its modest 1957 Operation Outdoors recreation investment program. It failed by 50 percent to ask for the funds needed to implement this new program for the national forests for its first year—fiscal year 1961.

I say to my colleagues that this bill will solve nothing standing by itself. The increased demands to use the forests for their many uses cannot be met simply by pronouncing a policy of multiple use.

Let us look at the imbalance in the program for the national forests. The budget submitted by the administration was at 100 percent of needed funds for only one minor activity—land acquisition. For three vitally important programs the record shows less than 20 percent of needed funds. Only 8½ percent of the needed amount was requested for reforestation and stand improvement, only 15.2 percent of soil and water management fund needs, and but 18.1

percent of wildlife requirements. These three programs are inextricably tied in with the concept of multiple use. What sort of harmony in use will be achieved if the water, the soil, and the wildlife are not protected and the denuded lands not reforested? For the vast bulk of the national forest activities the budget request ranged between 34½ and 49.8 percent. It is ludicrous to note that insect and pest control funds are but 44.7 percent of the needed amount. Timber sales funds are 75.3 percent of the amount needed but reforestation is only 8½ percent. Roads and trails are at 52½ percent of needs and soil and water at only 15.2 percent. Research is at 27.9 percent of need and fire protection at only 49.8 percent.

With this illogical and program-damaging imbalance is it any wonder that there is conflict in the demands for forest use? If the Secretary of Agriculture and the one-eyed bookkeeper in the Bureau of the Budget are going to continue to operate the program for the national forests at but 42.7 percent of needs, the result will be continual conflicts among users of the forests.

There is a rush to get this multiple-use bill enacted into law and the Department has exerted itself greatly on this semantical exercise.

But when it comes to budgeting funds to operate the national forests—to put "multiple-use" into action—the administration closes not only one eye, but both eyes to the only method by which multiple-use will ever be achieved.

Everyone who has familiarity with Forest Service employees knows of their dedicated efforts in the cause of conservation. I shall continue to support efforts to provide adequate funds so that they may accomplish the most important job they have, toward the end that the Nation's future needs for the resources and uses of our national forests can be met.

Only in this way will these forest lands fulfill the role foreseen by Gifford Pinchot and provide for "the greatest good of the greatest number in the long run."

Mr. MCINTIRE. Mr. Chairman, in relation to the consideration of H.R. 10572, may I express my appreciation of the great pleasure I have had working with the gentleman of Alabama [Mr. GRANT], chairman of the subcommittee of the House Committee of Agriculture which deals with forest matters. Included among those who have been most helpful in developing sound legislation I would express sincere thanks to Dr. Richard McCardle, Chief of the U.S. Forest Service; Mr. Edward Craffs, Assistant Chief; Mr. Florence, and many others. It has been a real pleasure to assist in this very constructive step in forestry legislation.

Mr. BERRY. Mr. Chairman, I take this time to speak in behalf of a number of small ranch operators in my district who reside on national forest land in the Black Hills area. Because of the limited allotments, most of these people have a most difficult time in being able to make a living. To add to their problem, many of them are allotted grazing areas a number of miles from their homesite while others, located in the ap-

proximate vicinity of the spot where the first operator receives his unit, are granted a unit near the unit of the second operator.

In other words, the problem has become one of attempting to not only work out the best use of the grazing in the forest area but, more particularly, to work the most equitable grazing use.

On May 6 of this year I received from the State master of the South Dakota Grange a resolution passed by that organization as a result of the problems faced by their many members in living in the national forest area. After setting out these many problems in their resolution, they asked for five separate actions, as follows:

First. The U.S. Forest Service declare, define, and make public its long-range policy for the Black Hills and similar forest areas.

Second. Grazing permits be granted on a basis giving first preference to residents within the boundaries of the forest area.

Third. Resident ranchers and farmers be not limited in numbers of livestock to the amount of feed that can be grown on the farm or ranch.

Fourth. Funds available for water development and range improvement should be expanded by the Forest Service to assure equitable distribution on the basis of need, practicability, and feasibility.

Fifth. No individual, corporation, group, or combination thereof be granted permits in excess of 300 cattle or 1,000 sheep.

While I do not offer these problems as an amendment to the bill before us, I do wish to bring these matters before the Congress at this time.

Mr. CARNAHAN. Mr. Chairman, I favor the passage of this bill. It is in the interest of the proper administration of the previous laws enacted by this body providing for the establishment of our national forests that the principles of this bill be enacted into law. Our national forests are one of our truly great natural resources and it is certainly our duty to provide for as far as is possible that these resources be utilized for the greatest good of the greatest number and that they be preserved so that they may be passed on to those who come after us. Also, it is simply good business practice to insure that these resources are managed in such a manner as to provide for their multiple use and to encourage a sustained and continued yield of their services and products.

There are, Mr. Chairman, two large national forests of almost 1 million acres in my home district in Missouri. These forested lands abound in rich natural resources of timber and water. Also within these forests may be found many fine areas where our people go for hunting, fishing, boating, camping, picnicking, general sightseeing, and historical study. Last year alone over \$200,000 was realized from the sale of timber, water power, and special use values including home sites and the like.

Three things of significance would be accomplished by the enactment of this bill into law:

First. It would direct that our national forests be administered for sustained yield of their several products and services. This is sound business procedure.

Second. Direct that the national forests be developed under multiple-use principles and declare it to be a policy of the Congress that these forests are established for watershed, timber, range, outdoor recreation, and fish and wildlife values.

Third. Authorize and encourage cooperation with State and private groups interested in national forest development, conservation, and multiple use.

Mr. Chairman, to those of us who live in areas where we are blessed by the presence of these great national forests, this bill is significant legislation. It makes it clear that Congress wishes to preserve, develop, and utilize to the maximum extent possible and on a continuing basis these resources. This bill provides a firm foundation for future management of the many renewable resources within these forest preserves. The directive of this bill is clear and concise. The task of carrying out the program for the national forests will be made easier through enactment of this legislation. I urge its adoption.

Mr. MURPHY. Mr. Chairman, I am interested in the passage of H.R. 10572 because of an early and intimate association with timber cutting and logging in the Lake States. During college vacations, I swamped out roads and trails ahead of the timber cutters. This was backbreaking work but through it I learned of the many resources and services that our forests provide. While timber for the sawmills was of prime importance then—these same forests with new crops of trees under good management now supply game, fish, water, recreation, and other valuable resources.

Only by careful and considered handling of these multiple resources of our forests can we sustain a steady flow of the products needed in a modern economy. This same coordinated resource management provides recreation for hundreds of thousands of people from Chicago and the surrounding urban areas. This use of our forests, that were once only valuable for timber, has grown each year until now over 80 million persons go to the national forests each year to camp, hunt, fish, and enjoy the out of doors.

Our forests are prime factors in the future welfare and security of America. Science and chemistry are discovering new uses for wood and its derivatives each year. More people are discovering the forests. And with each new discovery there are greater demands on the acreage of forests now existing. While the acreage remains generally the same, the uses by our people constantly grow. It is therefore timely that the Congress consider this bill favorably so that future generations will have the wood, water, wildlife, and recreational areas they need to maintain a desirable standard of living.

Mr. COOLEY. Mr. Chairman, I have no further requests for time.

Mr. McINTIRE. Mr. Chairman, I have no further requests for time.

The CHAIRMAN. The Clerk will read.

The Clerk read as follows:

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That it is the policy of the Congress that the national forests are established and shall be administered for outdoor recreation, range, timber, watershed, and wildlife and fish purposes. Nothing herein shall be construed to affect the authority of the Secretary of the Interior provided by law with respect to mineral resources.

With the following committee amendment:

Page 1, line 6, insert "The purposes of this Act are declared to be supplemental to, but not in derogation of, the purposes for which the national forests were established as set forth in the Act of June 4, 1897 (16 U.S.C. 475)."

Mr. HOFFMAN of Michigan. Mr. Chairman, I offer an amendment to the committee amendment.

The Clerk read as follows:

Amendment offered by Mr. HOFFMAN of Michigan to the committee amendment: On page 1, after the period in line 9, insert the following:

"Nothing herein shall be construed as affecting the jurisdiction or responsibilities of the several States with respect to wildlife and fish on the national forests."

(Mr. HOFFMAN of Michigan asked and was given permission to revise and extend his remarks.)

Mr. HOFFMAN of Michigan. Now, I ask the chairman of the committee, the gentleman from North Carolina [Mr. COOLEY], what is objectionable about that amendment? It is the one proposed by the Department. I took it out of the papers sent us. It is the recommendation they sent up to the Senate; that is, to let the States retain the authority they now have, the one the gentleman from Utah [Mr. DIXON] was talking about.

Mr. COOLEY. Mr. Chairman, will the gentleman yield?

Mr. HOFFMAN of Michigan. I yield.

Mr. COOLEY. Do I understand the gentleman's amendment comes after the period in line 9 and before the word "Nothing"?

Mr. HOFFMAN of Michigan. That is right.

Mr. COOLEY. And the effect is to add a new sentence.

Mr. Chairman, I ask unanimous consent that the amendment may be again reported.

The CHAIRMAN. Is there objection to the request of the gentleman from North Carolina?

There was no objection.

The Clerk read as follows:

Amendment offered by Mr. HOFFMAN of Michigan to the committee amendment:

Page 1, after the period in line 9, insert the following:

"Nothing herein shall be construed as affecting the jurisdiction or responsibilities of the several States with respect to wildlife and fish on the national forests."

Mr. COOLEY. Mr. Chairman, I do not think it adds to or detracts from anything, so I do not object.

Mr. HOFFMAN of Michigan. But that is just what the staff told you. If it does not do any harm what is the objection to putting it in? You advocate States rights.

Mr. COOLEY. Although we believe in them, we do not like the Ten Commandments or the Lord's Prayer in every bill we pass.

Mr. HOFFMAN of Michigan. The gentlemen's position is that no one but the committee or the committee staff can write an amendment. You do not want it because you did not write it?

Mr. COOLEY. Take a vote on it.

Mr. HOFFMAN of Michigan. Well, I know; you have the votes, all right; but there is no reason why we should not make the bill clear.

Mr. COOLEY. I was going to vote for the gentleman's amendment, but if he keeps on talking I will vote against it.

Mr. HOFFMAN of Michigan. All right. You say you will vote for it if I quit. That is a trade. Now let me see you do it.

Mr. COOLEY. Sit down.

Mr. HOFFMAN of Michigan. That I will do and thank the gentleman for his support and especially for his courtesy.

Mr. McINTIRE. Mr. Chairman, I rise in opposition to the amendment.

Mr. HOFFMAN of Michigan. Well, there you are.

Mr. McINTIRE. Mr. Chairman, I sincerely appreciate that the gentleman from Michigan has every right to offer an amendment, and I appreciate that the language of the amendment is not objectionable, perhaps; however, I sincerely present the proposition that there is a very well-working and understood relationship between the Forest Service and the several States.

I point out to the gentleman from Michigan that in the report this very fact is covered, and I think this amendment adds nothing to the bill. Perhaps it takes nothing away from the bill, but I think it is extraneous and, there, I oppose the amendment.

Mr. HOFFMAN of Michigan. Mr. Chairman, I offer a preferential motion.

The Clerk read as follows:

Mr. HOFFMAN of Michigan moves that the Committee do now rise and report the bill back to the House with the recommendation that the enacting clause be stricken.

(Mr. HOFFMAN of Michigan asked and was given permission to revise and extend his remarks.)

Mr. HOFFMAN of Michigan. Mr. Chairman, yesterday we just violated all the precedents of the House in the enacting of legislation: We had two bills in one, which was silly; contrary to sound practices. I say that with regret, because we passed the bill—two bills as one—though the projects are 1,000 miles apart. But now here is an amendment that all of us who do not want to interfere with States rights should support. The bill tries to say that but does not.

Everyone who read the recent Supreme Court decisions remembers that the Court said on several occasions that we did not know what we were talking about and did not mean what we said. They took away jurisdiction from the

States and gave it to the Federal Government in a number of cases.

What I am trying to do here is to make certain that the States will retain their jurisdiction in this matter. I do not know very much about this bill, perhaps, but I know something about this wildlife business. In Michigan we have over 5 million acres in national forests. There is one I am personally interested in, and I want to see wildlife protected. No one is more earnest or desirous of protection of the national forests than am I.

In another part of the State, in southern Michigan, we have another forest, which is in my own county, for example, thousands of acres now controlled by the State. It formerly was controlled by the Federal Government. But now you have the Government coming in on this migratory wildlife law.

You have these fellows down here in Chesapeake Bay, and I know what I am talking about because I fish down there. I go down there also during the hunting season. You will recall not so long ago in the newspapers was a long list of State officials charged with the enforcement of the law who were baiting the hunting grounds. They have been doing it right along. They had a few Congressmen mixed up with that, too, and that includes Senators. I know the Federal Government should have some control, in some cases but why not leave most of it to the States?

Mr. DIXON. Mr. Chairman, will the gentleman yield?

Mr. HOFFMAN of Michigan. I yield to the trout fisherman from Utah [Mr. Dixon].

Mr. DIXON. I can fully appreciate the concern of the gentleman from Michigan. Izaak Walton said that perhaps God could have created a better pastime than fishing but undoubtedly God did not. The gentleman from Michigan will agree with me on that, will he not?

Mr. HOFFMAN of Michigan. When a boy is fishing he is not in mischief. The gentleman is a professor with years of school experience, and I do not want that to be considered as in any way adverse to Federal aid to education either but to me his support of outdoor activities for youth is of equal value.

Mr. DIXON. The document that the gentleman submitted to the Clerk had a paragraph before this amendment.

Mr. HOFFMAN of Michigan. It is the one the Department sent to the Senate, and they did not take it.

Mr. DIXON. The paragraph from the Department, which went to the other committee over there, said that such an amendment is not necessary.

Mr. HOFFMAN of Michigan. They said it is desirable.

Mr. DIXON. It says that if the committee deems it necessary it might amend the bill as follows, and the gentleman repeated that wording. So his amendment is all right.

Mr. HOFFMAN of Michigan. The purpose is all right?

Mr. DIXON. Absolutely.

Mr. HOFFMAN of Michigan. And the language is clear?

Mr. DIXON. That is right.

Mr. HOFFMAN of Michigan. The gentleman is relying on what he thinks future Secretaries will do. He has faith in whoever is going to administer this law.

Mr. DIXON. I think we have enough evidence of that from the Department.

Mr. HOFFMAN of Michigan. But if you have some idea, or the people have, as to how the public parks should be administered, you are out.

Mr. DIXON. I will vote with you on the amendment.

Mr. HOFFMAN of Michigan. Thank you. It cannot harm. It may do good. As far as preservation of the national forests for the people is concerned, that amendment will strengthen that purpose?

Mr. DIXON. It will.

Mr. HOFFMAN of Michigan. You will vote for it?

Mr. DIXON. I will vote for it.

Mr. HOFFMAN of Michigan. Why do not the Republicans on the committee accept it, then? Because they did not write it?

The CHAIRMAN. The time of the gentleman from Michigan has expired.

Mr. HOFFMAN of Michigan. Mr. Chairman, I ask unanimous consent to withdraw my motion.

The CHAIRMAN. Is there objection to the request of the gentleman from Michigan?

There was no objection.

The CHAIRMAN. The question is on the amendment to the committee amendment offered by the gentleman from Michigan [Mr. HOFFMAN].

The amendment was agreed to.

The CHAIRMAN. The question is on the committee amendment, as amended.

The committee amendment, as amended, was agreed to.

The CHAIRMAN. The Clerk will report the next committee amendment.

The Clerk read as follows:

Committee amendment: On page 2, line 1, after the word "resources" insert "or the national park system."

The CHAIRMAN. The question is on the committee amendment.

The committee amendment was agreed to.

Mr. COOLEY. Mr. Chairman, I offer an amendment.

The Clerk read as follows:

Amendment offered by Mr. COOLEY as a substitute for the committee amendment on page 2, lines 1 and 2: On page 1, beginning on line 9, strike out the sentence "Nothing herein shall be construed to affect the authority of the Secretary of the Interior provided by law with respect to mineral resources," and insert in lieu thereof the following: "Nothing herein shall be construed so as to affect the use or administration of the mineral resources of national forest lands or to affect the use or administration of Federal lands not within national forests."

Mr. COOLEY. Mr. Chairman, as has been stated several times during the debate on this bill, the basic purpose of this legislation and its only legal function, so far as I am aware, is to provide a policy directive to the Secretary of Agriculture as a guide to him in carrying out his ad-

ministrative responsibilities in connection with the national forests. The bill is not directed to any other executive agency of the Government nor to any lands other than national forest lands under the administration of the Secretary of Agriculture, nor is it directed to nor concerned with any administrative responsibilities which any other agency of the Government may have with respect to national forest lands.

This bill has probably been the subject of more consultation between Government and private citizens, and groups representing private citizens, than any bill which has come before the House in some time.

Even before the bill was introduced, its language was developed as the result of many conferences between the Forest Service and groups having a special interest in the administration of the national forests such as timber users, recreation and wildlife organizations, those interested in livestock grazing, and many others. Before the bill was submitted to Congress by Executive communication, the comments and advice of other governmental agencies having any interest in the subject matter also were obtained.

This process has continued since the hearings on the bill which were held by the Forestry Subcommittee earlier this year and have resulted in the several amendments which are being offered to the bill. In each case these amendments have been most carefully worked out in collaboration with several or all of the groups most interested in the national forests and in each instance the amendment is designed to make the bill a more perfect statement of the policy in which we all believe—that of using the national forests in such a way that they will be of greatest benefit to all the American people.

The amendment I have just offered is an example of this type of collaboration and cooperation. It has been worked out at the suggestion of, and with the assistance of, the distinguished chairman of the House Committee on Interior and Insular Affairs, the gentleman from Colorado [Mr. ASPINALL].

The committee amendment for which this is a substitute had also been developed in this same manner and for the same purpose with other persons very much interested in this bill. It made it clear that no provisions of this bill should extend to the Secretary of the Interior in carrying out his administrative responsibilities on national forests in connection with minerals and mineral rights, and that nothing was intended to affect the great national park system in any way.

With the able assistance of the gentleman from Colorado, the substitute language now makes it even clearer, I think, that nothing in this bill shall be construed to affect the use or administration of the mineral resources of the national forest lands—whatever Government agency or administrator may be charged with responsibility therefor—nor to affect the use or administration of any Federal lands within the national forests—whatever their character or

whoever is charged with administrative responsibility for them.

I think that the amendment is an improvement to the bill and I am happy to offer it and ask that it be adopted.

Mr. SAYLOR. Mr. Chairman, I rise in opposition to the amendment.

Mr. Chairman, I would like to direct my remarks to the chairman of the committee. This amendment then strikes out the committee amendment "or the national park system," is that correct?

Mr. COOLEY. Yes. It strikes out the amendment which was just made to the section, and is in lieu of the committee amendment.

Mr. SAYLOR. Would the chairman tell us why, in view of the fact that the committee adopted the amendment "or the national park system," because it was stated here on the floor that one of the purposes of this bill was to see to it that nothing in this act interfered with the rounding out of the national park system. Why would the gentleman now offer an amendment to strike that language?

Mr. COOLEY. Did the gentleman hear the amendment read? I will read it to you again:

Nothing herein shall be construed to as to affect the use or administration of the mineral resources of national forest lands or to affect the use or administration of Federal lands not within national forests.

So, it includes the national parks.

Mr. SAYLOR. That is right, but you have taken out the words "or the national park system."

Mr. COOLEY. Those words are unnecessary now because the national park system is included in "Federal lands not within national forests."

Mr. SAYLOR. Is there any intention by this amendment to limit the present act which authorizes the Secretary of the Interior and the National Park Service to make surveys within national forests and, when proper, to add land to the national park system from the national forests?

Mr. COOLEY. It makes no such change at all.

Mr. SAYLOR. In other words, if this amendment is adopted, the Secretary and the Park Service will still have all the rights that they now have under the law?

Mr. COOLEY. Whatever legal authority they have now they would continue to have after the passage of this act.

The CHAIRMAN. The question is on the amendment offered by the gentleman from North Carolina [Mr. Cooley]. The amendment was agreed to.

The Clerk read as follows:

SEC. 2. The Secretary of Agriculture is authorized and directed to develop and administer the renewable surface resources of the national forest for multiple use and sustained yield of the several products and services obtained therefrom. In the administration of the national forests due consideration shall be given to the relative values of the various resources in particular areas.

The CHAIRMAN. The Clerk will report the next committee amendment.

The Clerk read as follows:

Page 2, line 5, strike out "forest" and insert "forests".

The committee amendment was agreed to.

Mr. COOLEY. Mr. Chairman, I offer an amendment.

The Clerk read as follows:

Amendment offered by Mr. COOLEY: On page 2, line 8, at the end of section 2, add the following new sentence: "The establishment and maintenance of areas of wilderness are consistent with the purposes and provisions of this Act."

EFFECT OF H.R. 10572 AS TO WILDERNESS AREAS

Mr. COOLEY. Mr. Chairman, H.R. 10572 makes no specific mention of wilderness areas within the national forests. The Committee's report recognizes that outdoor recreational use may include the establishment and protection of wilderness areas. The amendment proposed simply spells out what is already the intent of the bill.

In the administration of the national forests, the Secretary of Agriculture has for many years made provision for the establishment and protection of wilderness-type areas. The first area of such type was administratively established in 1924. Other such areas were subsequently established under regulations issued by the Secretary of Agriculture in 1929. These areas were called "primitive areas." The designation "wilderness area" came into use when the Secretary of Agriculture issued regulations in 1939 to provide for the establishment of wilderness and wild areas within the national forests. Since that time, 12 areas within the national forests have been designated as wilderness areas and 28 as wild areas. Many of these had previously been designated as primitive areas, with some changes being made in boundaries.

In reality, the designation of an area under the Secretary's regulation as a wilderness or wild area governs the manner in which the area is managed by the Forest Service and the uses which are permitted by the Forest Service under such management. The legal status of the lands remains unchanged and the laws applicable thereto, including those under which rights may be initiated, continue to apply as before.

Enactment of this bill would not change the situation as to wilderness areas. The Secretary of Agriculture would continue the practice of 35 years' standing of managing areas designated for wilderness-type uses. The status of such areas would remain the same as before. This bill would leave unchanged the procedures with respect to the designation and administration of such areas.

(Mr. COOLEY asked and was given permission to revise and extend his remarks.)

The CHAIRMAN. The question is on the amendment offered by the gentleman from North Carolina.

The amendment was agreed to.

The Clerk read as follows:

SEC. 3. In the effectuation of this Act the Secretary of Agriculture is authorized to cooperate with interested State and local governmental agencies and others in the development and management of the national forests.

Mr. COOLEY. Mr. Chairman, I offer an amendment.

The Clerk read as follows:

Amendment offered by Mr. COOLEY: On page 2, following line 13, add the following new section:

"SEC. 4. As used in this Act, the following terms shall have the following meanings:

"(a) 'Multiple use' means: The management of all the various renewable surface resources of the national forests so that they are utilized in the combination that will best meet the needs of the American people; making the most judicious use of the land for some or all of these resources or related services over areas large enough to provide sufficient latitude for periodic adjustments in use to conform to changing needs and conditions; that some land will be used for less than all of the resources; and harmonious and coordinated management of the various resources, each with the other, without impairment of the productivity of the land, with consideration being given to the relative values of the various resources, and not necessarily the combination of uses that will give the greatest dollar return or the greatest unit output.

"(b) 'Sustained yield of the several products and services' means the achievement and maintenance in perpetuity of a high-level annual or regular periodic output of the various renewable resources of the national forests without impairment of the productivity of the land."

The CHAIRMAN. Does the gentleman from North Carolina desire recognition on his amendment?

Mr. COOLEY. Mr. Chairman, I think the amendment speaks for itself.

Mr. McGOVERN. Mr. Chairman, I move to strike out the last word.

Mr. Chairman, some time ago I received a communication from the South Dakota State Grange making certain recommendations with regard to the use of forest lands as that use relates to grazing. I had considered the possibility of offering an amendment to the legislation before us, but I think this subject is one that is entitled to a separate hearing and investigation in its own right. I should like, however, to relate to the Committee the major points suggested by the grange with regard to improving the grazing policies of our Forest Service. It is suggested that the Secretary of Agriculture shall develop and formulate a long-range policy to govern the grazing of national forest lands. A description of such policy shall be published in the Federal Register. The policy so formulated shall provide that—

First, first preference in the granting of grazing permits will be given to residents of the national forest area,

Second, the number of livestock which may be grazed by one person will not be limited by the amount of feed that can be produced on land owned or controlled by him,

Third, funds for water development and range improvement will be so expended as to insure equitable distribution on the basis of need, practicality, and feasibility; and

Fourth, no person may be granted permits for the grazing of livestock in national forests which, when added to permits granted any other person controlling, controlled by, or under common control with such person, would allow the grazing of more than 300 cattle and 1,000 sheep.

(Mr. McGOVERN asked and was given permission to revise and extend his remarks.)

Mr. HOFFMAN of Michigan. Mr. Chairman, will the gentleman yield?

Mr. McGOVERN. I yield.

Mr. HOFFMAN of Michigan. The gentleman said there, as I understood him, that no consideration should be given to the amount of feed that a person could grow on his own land.

Mr. McGOVERN. That is correct.

Mr. HOFFMAN of Michigan. Does not that favor the fellow that has a lot of pasture or grazing land or feed for the cattle or sheep on his own land, but still wants to get some consideration from the Federal Government over and above the poor fellow who does not have any ability to grow feed?

Mr. McGOVERN. I think it has just the opposite effect.

Mr. HOFFMAN of Michigan. How does the gentleman figure that out, if you do not give ability to grow feed any consideration? I can grow a hundred tons and you cannot grow any. How am I going to stand on an equality with you in making my application?

Mr. McGOVERN. I misunderstood the gentleman. I thought he had a negative in there. I think this is the intent of the provision here, that the amount of feed a man can produce on his own land should not have any relationship to grazing rights in the national forest.

Mr. HOFFMAN of Michigan. Now the gentleman is getting to the position where if I can grow 100 tons on my own and you cannot grow any we are on an equal basis, but I can keep mine or sell it and you do not have any yet we get equal consideration of our application. The gentleman does not favor that? Remember, this is an election year.

Mr. McGOVERN. The intention of these four points standing together is to do what I think the gentleman is after. That is to limit the amount of land within the forest area that is available for grazing to any one person to what will take care of a maximum of 300 cattle or 1,000 sheep. That has the effect of limiting the use of the national forest primarily to what we call the family-size operator.

Mr. HOFFMAN of Michigan. But it does not reach the point where you discriminate against the fellow who can grow a great deal of feed on his own land as against the fellow who cannot grow any?

Mr. McGOVERN. Taking these four points together, it has the same impact.

(Mr. BENNETT of Florida asked and was given permission to extend his remarks at this point in the RECORD.)

Mr. BENNETT of Florida. Mr. Chairman, I support H.R. 10572, the multiple use bill, because of the beneficial effects it will have on the national forests not only in Florida but also throughout America.

Our three national forests in Florida are valuable public lands which have been yielding multiple products for many years. Pulpwood, poles, piling, sawlogs, naval stores, grass, and fenceposts are some of the resources that bring employment and economic stability to many of

our local communities. These resources must be grown and harvested on a sustained basis if they are to yield continuous supplies of the resources our people need. The same is true for any of the other 148 national forests whether located in the States of Washington, Maine, or Alaska.

We are experiencing in Florida a tremendous population increase—one of the largest in America. Our citizens have more leisure time and more money for recreational pursuits. Florida is a haven for retired folk who have spare time to enjoy the beauties of our forests and to hunt and fish. Multiple-use management considers the recreational needs of our people on national forests everywhere. Outdoor recreation is one of the five resources named in H.R. 10572 along with range, timber, watershed, and wildlife and fish. Thus consideration is given to this important forest asset in the wise and coordinated national forest management provided for in this bill.

This is sound legislation; it asks the Congress for no appropriations or authorizations of money; it is a statement of policy in support of time-tested practices in national forest administration and use; and, it is a bill that enjoys the support of the prominent industrial, civic, and conservation organizations throughout America.

Mr. BECKER. Mr. Chairman, I move to strike out the last word. I should like to ask the gentleman from North Carolina one or two questions. This bill H.R. 10572, which we are discussing, has in italic some very minor changes which one would understand by reading it, but now, with the number of amendments that have been offered by the chairman of the committee, can the gentleman tell me how we can possibly put together these various amendments, incorporate them in this bill, and then vote on it? It is almost impossible to try to put them together in this bill.

Mr. COOLEY. I do not think it is unusual. We had conferences with the Department of Agriculture and other Members of Congress and other committees, and we agreed that this language was desirable and accepted it as a committee amendment. We had a meeting in our committee room this morning and discussed the amendments. I think everybody on the floor of the House understands the purpose of the committee amendments.

Mr. BECKER. I will be very frank to say that understanding each amendment is one thing, but then trying to put them together in relation to the entire bill is a very hard proposition.

Mr. COOLEY. The gentleman can read it in the RECORD tomorrow morning.

Mr. BECKER. But that is after we have voted on it. That is why I object.

Mr. RHODES of Arizona. Mr. Chairman, will the gentleman yield?

Mr. BECKER. I yield.

Mr. RHODES of Arizona. May I ask the gentleman from North Carolina if the implication I gathered from his statement as to the definition of "multiple use" as proposed in section 4 is correct? Has the Secretary of Agriculture approved that definition?

Mr. COOLEY. These are the definitions that the Department or officials have been using through the years. We did not include them in the bill because we did not think it necessary. We included them only in the report. Other Members did think it necessary, however, so the amendment which was just adopted reads into the law the definition of multiple use and sustained yield appearing in the committee report.

Mr. RHODES of Arizona. Will the chairman inform the House why it is necessary to amend the bill so extensively here on the floor? Why can it not be done in conference between the two Houses?

Mr. COOLEY. I did not think these amendments were necessary but the other Members of the House do think they are necessary. I think the gentleman from California [Mr. MILLER] came before our committee and urged that these definitions be written into the law. The gentleman from Colorado [Mr. ASPINALL] wanted certain assurances put into the bill seeking to make this bill as perfect as possible. We took them up this morning in the committee and the committee agreed to them, and I present it here as a committee amendment.

Mr. HOEVEN. Mr. Chairman, will the gentleman yield?

Mr. BECKER. I yield to the gentleman from Iowa.

Mr. HOEVEN. Mr. Chairman, apparently there is no opposition to the amendment the gentleman has just offered. The Department of Agriculture is fully aware of the proposed amendment. I want to point out further that the proposed amendment was in the Senate bill so I cannot see anything wrong about it. It is a definition that has been fully approved.

Mr. BECKER. I would just comment in closing that this is not a question, I would say to both gentlemen, the chairman and the ranking minority Member, of opposing each one of these amendments, but I find great difficulty in trying to place these amendments into the bill in relation to one another as it affects the entire matter that is before the House. I think this is not proper procedure. We should better have a bill more complete and act upon it intelligently and vote on it because we are all in favor of this type of legislation for the preservation of our national parks and forests.

Mr. COOLEY. What does the gentleman suggest then, that we do not discuss amendments on any bill that has been reported out by a committee?

Mr. BECKER. No, but I think the committee could have very well prepared a bill with the amendments in it.

Mr. COOLEY. We cannot always bring a clean bill before the House, but these amendments are so simple and so clear, it seems to me the gentleman should be able to understand them.

Mr. BECKER. I might understand each amendment but not one in relation to the other without having them before me, and I think that would be the proper way.

The CHAIRMAN. The question is on the amendment offered by the gentleman from North Carolina [Mr. COOLEY].

The amendment was agreed to.

The CHAIRMAN. Under the rule, the Committee rises.

Accordingly, the Committee rose; and the Speaker having resumed the chair, Mr. WALTER, Chairman of the Committee of the Whole House on the State of the Union, reported that that Committee, having had under consideration the bill (H.R. 10752) to authorize and direct that the national forests be managed under principles of multiple use and to produce a sustained yield of products and services, and for other purposes, pursuant to House Resolution 527, he reported the bill back to the House with sundry amendments adopted by the Committee of the Whole.

The SPEAKER. Under the rule, the previous question is ordered.

Is a separate vote demanded on any amendment? If not, the Chair will put them en gross.

The question is on the amendments. The amendments were agreed to.

The SPEAKER. The question is on the engrossment and third reading of the bill.

The bill was ordered to be engrossed and read a third time, and was read the third time.

The SPEAKER. The question is on the passage of the bill.

The bill was passed.

A motion to reconsider was laid on the table.

GENERAL LEAVE TO EXTEND

Mr. COOLEY. Mr. Speaker, I ask unanimous consent that all Members desiring to do so may have 5 legislative days within which to extend their remarks on the bill just passed.

The SPEAKER. Without objection, it is so ordered.

There was no objection.

SEVENTH SEMI-ANNUAL REPORT OF OPERATIONS UNDER THE INTERNATIONAL CULTURAL EXCHANGE AND TRADE FAIR PARTICIPATION ACT OF 1956—MESSAGE FROM THE PRESIDENT

The SPEAKER laid before the House the following message from the President of the United States, which was read and, together with accompanying papers, referred to the Committee on Foreign Affairs:

To the Congress of the United States:
In accordance with the provisions of section 9 of Public Law 860 of the 84th Congress, I transmit herewith for the information of the Congress the seventh semiannual report of operations under the International Cultural Exchange and Trade Fair Participation Act of 1956.

DWIGHT D. EISENHOWER.

THE WHITE HOUSE, June 2, 1960.

CONSOLIDATED FARMERS HOME ADMINISTRATION ACT OF 1960

Mr. COOLEY. Mr. Speaker, I move that the House resolve itself into the

Committee of the Whole House on the State of the Union for the consideration of the bill (H.R. 11761) to simplify, consolidate, and improve the authority of the Secretary of Agriculture with respect to loans to farmers and ranchers, and for other purposes.

The motion was agreed to.

Accordingly, the House resolved itself into the Committee of the Whole House on the State of the Union for the consideration of the bill H.R. 11761, with Mr. ROGERS of Colorado in the chair.

The Clerk read the title of the bill.

By unanimous consent, the first reading of the bill was dispensed with.

The CHAIRMAN. Under the rule, the gentleman from North Carolina [Mr. COOLEY] will be recognized for 1 hour, and the gentleman from Iowa [Mr. HOEVEN] will be recognized for 1 hour.

The Chair recognizes the gentleman from North Carolina.

Mr. COOLEY. Mr. Chairman, I yield 5 minutes to the gentleman from Texas [Mr. POAGE], chairman of the subcommittee that handled the bill now being considered.

Mr. POAGE. Mr. Chairman, the bill presently before us is rather long, rather technical, and possibly to some of us complicated. But the objectives and purposes of the bill are clear. They are to simplify and coordinate the legislation relating to the Farmers Home Administration.

I think the bill does this in a rather simple manner. The bill had the unanimous favorable report of the Committee on Agriculture. The bill was originally recommended by the Department of Agriculture as a means of simplifying their operations and reducing the cost of administering a rather extensive program.

I would not want the House to assume that there are no changes in substantive law, because there are some changes, but basically this bill continues the original objective of Farmers Home Administration. The Farmers Home Administration has grown up over a period of the last 25 years. One piece of legislation to meet a particular emergency, another piece of legislation to meet some other emergency, and a third piece of legislation pulled from the air to meet some other contingency.

Mr. COOLEY. Mr. Chairman, will the gentleman yield?

Mr. POAGE. I yield to the gentleman from North Carolina.

Mr. COOLEY. In fact, I think the law has been amended as many as 30 times in the last 20 years.

Mr. POAGE. I feel sure that is a very conservative estimate. On several occasions it has been completely rewritten. The chairman of our committee, long before he was chairman of that committee, probably rose to fame in this House by restoring life to this agency when it was in bad shape. He got it back on the track, and it has rendered worthwhile service for a great many years. It is rendering worthwhile service today. I think it deserves to continue to render worthwhile service for many years to come.

We believe that under this bill which we are bringing you, it can do exactly

that. I recognize there is one phase of this bill which doubtless needs attention, and we have given assurance that we would offer an amendment to protect the part of Farmers Home activities which was not originated by our committee—that portion which was originated by another great committee. We are going to offer an amendment to give protection to the housing portion of Farmers Home, which was not originally handled by our committee.

Mr. JONAS. Mr. Chairman, will the gentleman yield?

Mr. POAGE. I yield.

Mr. JONAS. I notice on page 3 that in discussing real estate loans one of the provisions is that the loan shall not exceed 90 percent of the normal value of the farm. Is that an increase over existing law?

Mr. POAGE. It is a change from existing law; whether it is an increase or not depends upon the administration. Let me explain it this way: The present law allows loans of 100 percent of the appraised value, but that appraised value is based upon the so-called agricultural earning capacity of the land.

This amendment authorized a loan of 90 percent of the appraised value, taking into consideration the market value of the land.

The Department tells us that it will probably result in about the same range of loans that they are making today, but it does create what we think is a much better situation, that of not allowing 100-percent loans. Frankly, our committee did not feel that a real estate loan should be for 100 percent of the value of the security. That is one of the things that was corrected. Whether it relaxes or tightens up is a question which can be debated endlessly, but it does change the law in that respect.

Mr. JONAS. Mr. Chairman, will the gentleman yield further?

Mr. POAGE. I yield.

Mr. JONAS. Looking at the index of the hearings I cannot find any testimony from Federal land bank officials. Can the gentleman tell us whether or not the committee took testimony from the Federal land bank people or whether they have taken a position in respect to this?

Mr. COOLEY. Mr. Chairman, will the gentleman yield?

Mr. POAGE. I yield to my chairman, the gentleman from North Carolina.

Mr. COOLEY. I may say to the gentleman that no land bank official appeared in opposition.

Mr. POAGE. No land bank official appeared; I agree, they did not appear in opposition. I have never heard that they expressed themselves one way or the other.

Mr. JONAS. I did notice some members of the banking fraternity filed statements supporting the legislation, and I was just curious because I did not see any reference to any testimony by the Federal joint stock land bank officials.

Mr. POAGE. May I say to the gentleman that the Federal land bank, or, more accurately, the Federal Farm Credit System, has legislation of its own which it has wanted considered, and, frankly, they do not want to be involved in anybody else's legislation. I

know the gentleman can understand that situation.

Now, to get back to the bill, I want to call attention to the fact that the bill does make a few changes which I think the House will understand. I believe that there is possibly some feeling that we have completely destroyed a great system of Federal credit. I do not think we have.

There has been some feeling that we have tampered with the interest rates and that this bill proposes to apply a much harsher interest formula than presently exists. Let me give to the House the actual figures as to the interest rates, because I think these are the things in which the House is primarily interested.

In the past we have had six types of loans. We have only three under the new bill. This is a considerable simplification.

Under the so-called emergency loans, the old rate was 3 percent; the new rate is 3 percent.

Livestock emergency loans and livestock assistance loans: The old rate was 5 percent; the new rate, 3 percent. These loans are combined with the other emergency loans and are, correctly, we think, defined as emergency loans; and all emergency loans, all of these disaster loans, carry a low rate of interest, because we figure when a man is entitled to one of these loans he needs a low rate of interest, and the interest rate was fixed at 3 percent.

Operating loans: In the past the operating loans have carried an interest rate of not more than 5 percent. They are fixed in this bill at not more than 5 percent, the same as it was.

Real estate purchase loans: With respect to real-estate purchase loans and water facility loans, they are combined in this bill and considered real estate loans. In both of those instances we have had in the past what was known as direct and insured loans. We continue the direct and insured loans. The interest rate in the past on the real estate purchase loans was not more than 5 percent. On both the direct loans it was not more than 5 percent, and on the insured loans not more than 5 percent.

Mr. POAGE. The new interest rate on real estate loans: The direct loans, is still not more than 5 percent for both the land purchase and for the water facilities loans. But in each instance where there are insured loans the interest rate is allowed to be not to exceed 6 percent, which is the legal rate in many States.

The reason we have allowed this 1-percent increase is to try to get some insured loans. You do not get insured loans unless you can make loans for what they are being made in the community. We have in the past received, I think the figures are, about \$30 million in these insured loans. We think it is well worth while to try to get the local people to invest their money in loans on these farms and on these water facilities and then let the Government insure them. It costs 1 percent to insure them, which means you have to allow a 6-percent rate in order for the lender to realize 5 per-

cent. So these are still in effect a 5-percent loan, but you have to pay the insurance or you cannot get it, and unless lenders can get at least 5 percent you cannot get anybody to make these insured loans. You cannot get anyone to put up his money, with the result that we have a program of insured loans but no loans. We felt it was better to let the people make their loans as they see fit and to insure the kind of loans actually made than it was to try to tell the folks they have to make an unrealistic loan in order to get it guaranteed.

Mr. HOFFMAN of Michigan. Mr. Chairman, will the gentleman yield for a question?

Mr. POAGE. I yield to the gentleman from Michigan.

Mr. HOFFMAN of Michigan. Is one of the purposes of this bill to make it easier to get a loan?

Mr. POAGE. As I explained to the gentleman from North Carolina, everyone can place their own interpretation on it. We do make it possible to get a 90 percent real estate loan. The old law said 100 percent loans. We say 90. On its face that looks like it is making it harder, but the old law said that valuation was based upon the agricultural earning capacity of the land.

Mr. HOFFMAN of Michigan. Mr. Chairman, will the gentleman yield again?

Mr. POAGE. I yield to the gentleman from Michigan.

Mr. HOFFMAN of Michigan. I heard all that. The gentleman said that a few minutes ago. I place a very, very great value upon the gentleman's knowledge, his patriotism and his regard for the welfare of our people. My question is simple: In your opinion, does it make it easier or harder to get a loan?

Mr. POAGE. In my opinion, it probably does not change it at all.

Mr. HOFFMAN of Michigan. What is the use of doing it if it does not change the situation?

Mr. POAGE. The reason for doing it is to try to simplify the administration of the Farmers' Home Administration. The Department said it was expending a lot of money needlessly.

Mr. HOFFMAN of Michigan. We knew that.

Mr. POAGE. Yes; and we think we are stopping some of this waste. At least we are giving the Department the opportunity to do so.

Mr. HOFFMAN of Michigan. I wish the gentleman success.

Mr. POAGE. I thank the gentleman. We hope so, too.

The CHAIRMAN. The time of the gentleman from Texas has expired.

Mr. HOEVEN. Mr. Chairman, I yield myself such time as I may use.

Mr. Chairman, the House Agriculture Committee has carefully studied and approved H.R. 11761 called the Consolidated Farmers Home Administration Act of 1960. I believe that it will make a substantial contribution toward gearing the agency's agricultural credit program to the existing problems of our farmers. The essential purpose of this bill is to simplify the statutory authorities under which the Farmers Home

Administration operates and therefore greatly improve the services which this agency renders to farmers.

For years now, the Farmers Home Administration has been providing a specialized credit service to thousands of deserving farm families, assisting them to improve their efficiency and become the successful operators demanded by present day agriculture. Farmers Home Administration is unique in the credit field in that it not only extends credit on a short, intermediate, and long-term basis but it also accompanies this credit with technical farm management assistance and guidance. The agency in line with the policy set up by Congress only supplements the credit provided by banks, production credit associations, land banks, insurance companies and other commercial lenders and does not compete with these lenders in any way. This major policy is continued in this bill.

Besides extending supervised credit to farmers who qualify for loans, the Farmers Home Administration, also, through its guidance and counseling program, assists many other farmers to significantly improve their farming and financial plans so they can qualify directly for credit from regular private and co-operative sources. As a result of Farmers Home Administration assistance, farm families across the Nation are able to improve their farms and farming methods, make better use of land and labor resources, and attain satisfactory living standards. Certainly we can congratulate this fine agency for the credit and guidance assistance it has provided farm families in helping them adjust to the complex problems they are facing today. The bill we have before us today, H.R. 11761, will enable Farmers Home Administration to continue to efficiently fill the gap in the agriculture credit field and carry out the responsibilities assigned to it by Congress.

The field of agricultural credit has been subjected to much of the same incredible revolutionary change as has taken place in other segments of our agriculture economy. And to meet this changing need for new and specific types of credit, we in Congress have been passing additional laws so that now the Farmers Home Administration is administering several different acts with their many amendments. H.R. 11761 will substitute a streamlined authority for the present patchwork of laws, and will authorize the agency to make two broad types of loans which will essentially furnish the same credit services to farmers as that contained in all of the previous legislation.

In presently administering the complex list of laws with their many subsequent amendments, Farmers Home Administration field personnel must follow hundreds of pages of regulations—regulations as they are held fiscally liable for each loan that they make. Consequently then, it takes years for the Agency to train capable people to become familiar with the complex detail in the many statutes, some of which overlap, and with the innumerable regulations accompanied by their many subse-

86TH CONGRESS
2D SESSION

Calendar No. 1568

H. R. 10572

IN THE SENATE OF THE UNITED STATES

JUNE 3, 1960

Received; read twice, and ordered to be placed on the calendar

AN ACT

To authorize and direct that the national forests be managed under principles of multiple use and to produce a sustained yield of products and services, and for other purposes.

1 *Be it enacted by the Senate and House of Representa-*
2 *tives of the United States of America in Congress assembled,*
3 That it is the policy of the Congress that the national forests
4 are established and shall be administered for outdoor recrea-
5 tion, range, timber, watershed, and wildlife and fish purposes.
6 The purposes of this Act are declared to be supplemental to,
7 but not in derogation of, the purposes for which the national
8 forests were established as set forth in the Act of June 4,
9 1897 (16 U.S.C. 475). Nothing herein shall be construed
10 as affecting the jurisdiction or responsibilities of the several

1 States with respect to wildlife and fish on the national
2 forests. Nothing herein shall be construed so as to affect
3 the use or administration of the mineral resources of national
4 forest lands or to affect the use or administration of Federal
5 lands not within national forests.

6 SEC. 2. The Secretary of Agriculture is authorized and
7 directed to develop and administer the renewable surface re-
8 sources of the national forests for multiple use and sus-
9 tained yield of the several products and services obtained
10 therefrom. In the administration of the national forests due
11 consideration shall be given to the relative values of the var-
12 ious resources in particular areas. The establishment and
13 maintenance of areas of wilderness are consistent with the
14 purposes and provisions of this Act.

15 SEC. 3. In the effectuation of this Act the Secretary
16 of Agriculture is authorized to cooperate with interested
17 State and local governmental agencies and others in the
18 development and management of the national forests.

19 SEC. 4. As used in this Act, the following terms shall
20 have the following meanings:

21 (a) "Multiple use" means: The management of all the
22 various renewable surface resources of the national forests
23 so that they are utilized in the combination that will best
24 meet the needs of the American people; making the most
25 judicious use of the land for some or all of these resources

1 or related services over areas large enough to provide suffi-
2 cient latitude for periodic adjustments in use to conform to
3 changing needs and conditions; that some land will be used
4 for less than all of the resources; and harmonious and co-
5 ordinated management of the various resources, each with
6 the other, without impairment of the productivity of the land,
7 with consideration being given to the relative values of the
8 various resources, and not necessarily the combination of
9 uses that will give the greatest dollar return or the greatest
10 unit output.

11 (b) "Sustained yield of the several products and serv-
12 ices" means the achievement and maintenance in perpetuity
13 of a high-level annual or regular periodic output of the var-
14 ious renewable resources of the national forests without
15 impairment of the productivity of the land.

Passed the House of Representatives June 2, 1960.

Attest:

RALPH R. ROBERTS,

Clerk.

Calendar No. 1568

86TH CONGRESS
2^D SESSION

H. R. 10572

AN ACT

To authorize and direct that the national forests be managed under principles of multiple use and to produce a sustained yield of products and services, and for other purposes.

JUNE 3, 1960

Received; read twice, and ordered to be placed on the calendar

Digest of CONGRESSIONAL PROCEEDINGS

OF INTEREST TO THE DEPARTMENT OF AGRICULTURE

OFFICE OF
BUDGET AND FINANCE

(For Department
Staff Only)

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HIGHLIGHTS: Senate began debate on wheat bill. Senate passed multiple use forestry management bill. Senate subcommittee voted to report housing bill. House conferees appointed on agricultural appropriation bill.

SENATE

1. WHEAT. Began debate on S. 2759, the Ellender wheat bill (see Digest 80 for a summary of the provisions of the bill) (pp. 11232-50). Agreed to a technical amendment by Sen. Johnston to renumber certain sections of the bill (p. 11238). Agreed to a unanimous-consent request by Sen. Johnson to limit debate on any amendment to 1 hour, and to limit debate on the question of final passage to 2 hours (p. 11236). Several Senators submitted amendments intended to be proposed to the bill (p. 11202).
2. FORESTRY. Passed without amendment H. R. 10572, to direct the Secretary of Agriculture to administer the national forests for multiple use and sustained yield of their several products and services. The bill provides recognition in one single statute that the national forests provide watershed, timber, range, outdoor recreation, and fish and wildlife values, and declares that it is the policy of the Congress that the national forests are established and are to be administered for such purposes. This bill will now be sent to the President. pp. 11212-22
3. HOUSING. The Housing Subcommittee of the Banking and Currency Committee voted to report to the full committee an omnibus housing authorization bill. The "Daily Digest" states that, as approved by the subcommittee, the bill "would provide total funds of \$1.58 billion, which sum would include (1) \$500 million for

college housing, (2) \$350 million for urban renewal, (3) \$100 million for public facility loans, and (4) \$175 million for FNMA special assistance program, of which \$150 million would be for the President's fund, and \$25 million for the cooperative program." p. D520

4. FOREIGN AID. Sen. Humphrey urged support for his proposal to establish a White Fleet of mercy ships to provide emergency relief, including food supplies, to disaster areas abroad. pp. 11228-9

HOUSE

5. AGRICULTURAL APPROPRIATION BILL, 1961. House conferees were appointed on this bill, H. R. 12117, with permission granted to file report by midnight tonight, June 9. (p. 11252). Senate conferees have been appointed.
6. FOREIGN AID. The Banking and Currency Committee reported without amendment H. R. 11001, to provide for the participation of the U. S. in the International Development Association (H. Rept. 1766). p. 11305
7. WATER RESOURCES. The Public Works Committee reported without amendment H. R. 12467, granting the consent and approval of Congress to the northeastern water and related land resources compact (H. Rept. 1767). p. 11305
8. INTERNATIONAL DAM. The Rules Committee granted a rule for the consideration of H. R. 12263, to authorize the conclusion of an agreement for the joint construction by the U. S. and Mexico of a major international storage dam on the Rio Grande. pp. 11297, 11305
9. BANKING AND CURRENCY. The Banking and Currency Committee voted to report (but did not actually report) H. R. 12346, to extend for two years the authority of the Federal Reserve banks to purchase U. S. obligations directly from the Treasury. p. D522
10. PERSONNEL. A subcommittee of the Government Operations Committee voted to report to the full committee H. R. 12273, to provide for the payment of travel and transportation costs for persons selected for appointment to certain Federal positions. p. D522
- A subcommittee of the Post Office and Civil Service Committee voted to report to the full committee S. 2857, to amend the Civil Service Retirement Act so as to provide for refunds of contributions in the case of annuitants whose length of service exceeds the amount necessary to provide the maximum annuity allowable under such Act. p. D523
11. PURCHASING; CONTRACTS. The Subcommittee on Executive and Legislative Reorganization of the Government Operations Committee voted to report to the full committee H. R. 12496, to amend the "Anti-Kickback" statute to extend its provisions to all negotiated contracts. p. D522
12. FARM PROGRAM. The "Daily Digest" states that the Rules Committee "held a hearing but took no action to grant a rule" on H. R. 12261, the Poage farm bill. p. D523
13. HEALTH BENEFITS. Rep. Teller criticized the Civil Service Commission's administration of the Federal Employees Health Benefits Act, stating that the Commission "has ignored Secretary Flemming's facts of medical costs in creating this monstrosity of plans -- each of them ... more expensive than parallel coverage now carried under private and group coverage ... Federal Workers," and suggested

June 2, 1960

HOUSE

16. FORESTRY. Passed with amendments H. R. 10572, to authorize and direct that the national forests be managed under principles of multiple use and to produce a sustained yield of products and services (pp. 10856-79). Earlier a Rules Committee resolution for the consideration of this bill was agreed to (pp. 10853-5).
Agreed to the following amendments:
By Rep. Hoffman, Mich., setting out the States rights in jurisdiction over fish and wildlife on national forests (pp. 10875-6).
By Rep. Cooley exempting mineral resources and lands not within national forests from provisions of the bill (pp. 10876-7).
By Rep. Cooley making the establishment and maintenance of wilderness areas consistent with the provisions of the act (p. 10877).
By Rep. Cooley defining the terms "multipleuse" and "sustained yield of the several products and services" (pp. 10877-9).
17. FARM LOANS. Passed with amendments H. R. 11761, to simplify, consolidate, and improve the authority of the Secretary of Agriculture with respect to Farmers Home Administration loans to farmers and ranchers (pp. 10879-91). Earlier a Rules Committee resolution for the consideration of this bill was agreed to (pp. 10855-6). Agreed to an amendment by Rep. Cooley defining, for the purposes of the bill, the term "farm" (p. 10890), and an amendment by Rep. Cooley limiting to 6% per annum the maximum interest rate that can be charged on insured loans (p. 10890).
18. FARM LABOR. The Rules Committee reported a resolution for the consideration of H. R. 12176, to extend the Mexican farm labor program until June 30, 1963. pp. 10907, 10930
19. INDUSTRIAL USES. Conferees were appointed on S. 690, the industrial uses research bill to create an Agricultural Research and Development Commission. Senate conferees have already been appointed. p. 10907
20. SMALL BUSINESS. The Banking and Currency Committee reported with amendment H. R. 11207, to amend the Small Business Act so as to authorize additional loans to small businesses (H. Rept. 1738). p. 10929
21. DEFENSE PRODUCTION. The Banking and Currency Committee reported without amendment H. R. 12052, to extend the Defense Production Act of 1950, as amended, for an additional two years (H. Rept. 1739). p. 10930
22. PERSONNEL. The Education and Labor Committee reported without amendment H. R. 12383, to amend the Federal Employees' Compensation Act to make benefits more realistic in terms of present wage rates (H. Rept. 1743). p. 10930
23. FOREIGN AFFAIRS. The Banking and Currency Committee voted to report (but did not actually report) H. R. 11001, to provide for the participation of the U. S. in the International Development Association. p. D494
24. PROPERTY; EXTENSION WORK. The Donable Property Subcommittee of the Government Operations Committee voted to report to the full committee the following bills: (p. D495)
H. R. 9600, to authorize and direct the transfer of certain personal property to State and county agencies engaged in cooperative agricultural extension work;

H. R. 11394, to amend the Federal Property and Administrative Services Act of 1949 so as to permit donations of surplus property to certain educational institutions.

H. R. 11437, to amend the Federal Property and Administrative Services Act of 1949 so as to permit the donation of foreign excess property to medical institutions, hospitals, clinics, health centers, schools, colleges, and universities.

H. R. 11499, to amend the Federal Property and Administrative Services Act of 1949, as amended, so as to authorize the use of surplus personal property by State distribution agencies.

25. HEALTH; CHEMICAL ADDITIVES. The Interstate and Foreign Commerce Committee voted to report (but did not actually report) the following bills: (p. D495)

H. R. 6871, to provide for the extension of traineeship under the Public Health Training Act.

H. R. 7624, to amend the Federal Food, Drug, and Cosmetic Act so as to authorize the use of suitable color additives in or on foods, drugs, and cosmetics in accordance with regulations prescribing the conditions (including maximum tolerances) under which such additives may be safely used.

S. 1283, to regulate the interstate distribution and sale of packages of hazardous substances intended or suitable for household use.

26. WATERSHEDS. The Watershed Development Subcommittee of the Public Works Committee approved watershed projects in Upper Verdigris watershed, Kan., Reelfoot Indian Creek watershed, Tenn. and Ky., and Olmitos and Garcias Creeks watershed, Tex. pp. D495-6

27. INFORMATION; LIBRARIES. The Rules Committee denied granting a rule on H. R. 12125, to amend the Library Services Act in order to extend for 5 years the authorization for appropriations. p. D496

28. LANDS; MINERALS. The Rules Committee denied granting a rule on H. R. 8860, to stabilize the mining of domestic producers of lead and zinc on public, Indian, and other lands. p. D496

ITEMS IN APPENDIX

29. PERSONNEL. Extension of remarks of Rep. Halpern expressing his support of legislation to increase salaries of Federal employees. p. A4687

30. FAS. Extension of remarks of Rep. Natcher congratulating the Foreign Agricultural Service and stating that "the Department of Agriculture is to be commended upon the outstanding work being carried on" by this Service. p. A4689

31. FARM PRODUCTS. Sen. Fulbright commended and inserted an article, "Farm Product Processing: Some New Directions." pp. A4694-6

32. FARM LABOR. Rep. Rogers discussed a visit to Florida by the Senate Subcommittee on Migratory Labor which included field trips to farms and workers' camps, and inserted several articles in support of legislation to improve migratory worker housing. pp. A4709-10

33. FARM PROGRAM. Rep. Kyl inserted a constituent's letter which states that "we need a farm program to give the farmer cost of production plus a reasonable profit, whatever it is -- whether it be subsidy, crop controls, two-price system, or what have you." p. A4713

EXPLORER I

January 31, 1958: Here was America's answer to Sputnik I. You recall how the Russians startled the world with their notable space achievement. America needed an answer, fast, and only the Army was ready to provide it. In exactly 84 days after being authorized to launch America's first satellite, Army scientists and engineers assembled the four-stage booster system which lifted Explorer I into orbit around the earth on January 31, 1958. That historic feat in rocketry, a major milestone in American space achievement, was a tribute to the Army's foresight, readiness, and capability. Next year—1959—we did it again. We fired the first and only U.S. space probe, Explorer IV, to go into a solar orbit. And it's still there.

And 1960, well, gentlemen, the Army is still pulling its weight.

Remember a few Thursdays ago, the first Pershing shoot?

That exercise marked another major Army accomplishment for the Nation.

In that historic test, America's newest ballistic missile completely satisfied all test objectives. This in itself well may be another "first."

The Pershing is a solid propellant replacement for the Redstone which now is operational as a field Army support missile. It is much smaller and lighter than its predecessor, will have considerably greater range than the Redstone, and is designed to be a rugged, reliable, mobile, quick-reacting missile system.

The results of the first firing indicate to me that we are getting what we want.

There was no hold on the countdown and this testifies to the good reliability and reaction time we need in this weapon.

Significant, too, is the fact that this first Pershing was fired from a tactical prototype transporter-erector-launcher which is ground-maneuverable by tracked vehicle and air-transportable by Army helicopter or Air Force aircraft.

This ground equipment performed excellently. It shows we are achieving the type of mobility we want in a weapons system.

The Army always has concentrated on weapons mobility, but this Pershing test marked the first time we have fired a first missile from mobile tactical-type equipment.

Thus, it is clear that the Army long has led in priceless "know-how" in the crucial missile and space field. We are understandably proud of our record of service and accomplishments. We are ready to continue. Now, let's look at just a few Army missiles either in advanced stages of research and development or in production to bolster America's military might.

LITTLE JOHN

First is the improved, tactical Little John. Battlefield mobility distinguishes this weapon now being developed to provide an atomic punch for our Strategic Army Corps. This version of Little John has improved accuracy and gives us a firepower capability to meet special requirements.

LACROSSE

Now for Lacrosse, another close support weapon of extreme accuracy. Lacrosse is highly mobile—it can be fired from a launcher mounted on a standard truck, and it can be carried by a helicopter.

SERGEANT

Sergeant, the weapon to supersede Corporal. Like Corporal, it can carry an atomic warhead to about a 75-mile range. It is smaller, more efficient—a solid propellant rocket. It provides much easier, faster, and simpler handling in the field. This is under advanced testing now and should soon go into production. These weapons, as you can envisage, will carry a variety of warheads.

HAWK

Now the air defense weapon known as "the bullet with the brain." It is called Hawk. It provides a low-level air defense capability. It is the counterpart of the Nike-Hercules. Recently Hawk has intercepted targets below 100 feet and up to 50,000 feet in altitude. Hawk battalions now in training are expected to be operational the early part of this year.

These weapons give you an idea of some of the interesting hardware we are developing. They are just a sample of the extensive range of projects which are necessary for effective, future land combat.

Probably our most important contribution in the future for the missile defense of the United States will be the Nike-Zeus, the only weapon system in sight that is designed to attack incoming ballistic missiles. We have successfully fired both the booster and sustainer rocket motor for this missile and are now approaching the testing stage of the complete system. We have high hopes in the near future of testing Nike-Zeus against our own IRBM's and of establishing its effectiveness for the missile defense of our country. There is an urgent requirement for such a weapon while we are faced with the growing ballistic threat of the Communists. We are confident the Nike-Zeus can do this job in the 1960's.

This new equipment is also evidence of the technological progress which we as a nation must continue to achieve if we are to meet and beat the Communist challenge. It is a product of money, materials, and facilities, combined with the dedication and accomplishments of intelligent, ingenious, and highly educated men. It has been well said that the key to economic growth is technological progress. Even scientific discoveries are inert until the engineer has molded them into some usable form. Technology is the yeast that expands all other resources. The improvement of our technology, then, must be a never-ending mission for America.

In my work as Chief of Research and Development I deal with a great number of scientists every day, and I have the highest regard for those talented men. You will understand me, therefore, when I say that, with due regard for Ph. D.'s, what we need very badly in this country are more Ch. D.'s. By coming this term I mean "Doctors of Character." While not everyone can be a Ph. D., it is possible for everyone to be a Ch. D. And if there is one attribute that needs more thought and attention today it is the advancement of those sterling qualities of character and adherence to sound moral principles that were the trademark of our forefathers.

Almost 5,000 years ago, before the great Assyrian Empire fell to the Babylonian hordes of Nebuchadnezzar, an unknown Assyrian stonemason left this record of his country's downfall, quote:

"Our earth is degenerate in these latter days; bribery and corruption are common, children no longer obey their parents; every man wants to write a book, and the end of the world is evidently approaching."

I am appalled at the growing body of evidence that clearly indicates moral disintegration, lack of intestinal fortitude, absence of self-discipline, and ignorance of the true values of life that exist in what we acclaim as a God-fearing and Christian society. Selfishness and self-indulgence are rampant. The sterling qualities that enabled our forebears to fight for the harder right rather than surrender to the easier wrong seem to be disappearing in the shadows of our glorious past. Certainly the eagles of victory will not perch long on the shoulders of those who fail to prove their worthiness to carry forward those great principles for which our forefathers, struggled, knowing

they represent the most cherished goals of mankind.

Here, I would say, is one of the great demands on education in our day, for "where there is no vision, the people perish."

Let me emphasize a final point at this time. It is heartening to see that our people are becoming increasingly aware of the dangers of an inadequate educational system. While recognizing the good points in our school systems, much must be done to correct a situation in which we are failing to develop to full potential one of our most precious national resources—native intelligence.

Along with creativity in our society, we need a better educated and a better motivated public. A substantial improvement in our educational system is vital if we hope to maintain world leadership. The leaders of this nation in 1980 are already out of college and the leaders in the year 2000 are now in our grade schools. Will they be able to meet the spiritual, mental and physical requirements of the future?

The incentives we provide for excellence of education which lead to personal zeal and selfless conduct will tell whether or not the important and inescapable changes of the future are to be dominated by us or by those who seek to destroy us. The accomplishments of the past and the problems of the present create the great challenges for the future. Have we inside ourselves the zeal, the inspiration, and the wisdom to meet them?

Courage, selflessness, and determination must be the order of the day. The fog of fear and the clouds of complacency must be swept away by the freshening breeze of an awakened America.

How we meet these challenges, and how each one of us measures up to his responsibilities will determine whether our American way of life can continue—whether, indeed, our schools in 2000 A.D. will teach young Americans the American way or the Communist way of life.

Our readiness to meet the political, military, psychological, technological, and economic challenges of communism must be of the highest order. This means a nationwide effort to reevaluate the Communist multiple threat against us and insure a dynamic, vigorous strategy to meet it.

The greatest of English admirals, Lord Nelson, in his last fight, signaled to his fleet these memorable words—"England expects every man to do his duty"—words which have since inspired the hearts and souls of Englishmen everywhere. If we are to survive as a Nation today, America must expect as much from its citizens.

We must realize in this age of change, that time is of the essence and that faith, not fear, and courage, not complacency, are the keys to our survival.

Shakespeare said:

"There is a tide in the affairs of men,
Which, taken at the flood, leads on to fortune;

Omitted, all the voyage of their life
Is bound in shallows and in miseries.
On such a full sea are we now afloat;
And we must take the current when it serves,

Or lose our ventures."

Thank you very much.

HALEAKALA NATIONAL PARK

Mr. FONG. Mr. President, on June 3, 1960, I introduced S. 3623 which would establish a separate national park on the island of Maui in the State of Hawaii to be known as the Haleakala National Park.

I ask unanimous consent that the following editorial entitled "Haleakala National Park," which appeared in the Honolulu Star-Bulletin on June 6, 1960, be printed in the body of the RECORD.

There being no objection, the editorial was ordered to be printed in the RECORD, as follows:

HALEAKALA NATIONAL PARK

The Haleakala section of Hawaii National Park should become a separate national park, say Hawaii's Senators HIRAM L. FONG and OREN E. LONG.

They have introduced legislation, with the blessing of Conrad A. Wirth, Director of the National Park Service, to bring this about.

Senator FONG appropriately points out that the Haleakala section is separated from the Kilauea headquarters by 125 miles and a deep ocean channel. More to the point, Haleakala offers distinctive features of its own sufficient to justify it as a separate park.

Haleakala is the focal point for the Maui legends: It has in the silversword a distinctive flora. Kilauea and Mauna Loa on Hawaii are active volcanoes; Haleakala, though dead, is one of the greatest extinct craters in the world, a strong attraction for visitors.

Administration would be simplified if there were a director on each island.

Now that Hawaii is a State, legislation to separate the parks can be pushed forward with full vigor and some assurance that it will get serious consideration.

Support of the proposal from Hawaii will help to speed it on its way. This support can come from organizations—the Visitors' Bureau, chambers of commerce, hotel association; and by individuals writing to Congressmen they know.

The PRESIDING OFFICER. Is there further morning business? If not, morning business is concluded.

MESSAGE FROM THE HOUSE

A message from the House of Representatives, by Mr. Maurer, one of its reading clerks, announced that the House had agreed to the amendment of the Senate to the bill (H.R. 10646) to amend the Merchant Marine Act, 1936, in order to extend the life of certain vessels under the provisions of such act from 20 to 25 years.

The message also announced that the House had disagreed to the amendments of the Senate to the bill (H.R. 4049) to amend the Federal Aviation Act of 1958 in order to authorize free or reduced rate transportation for certain additional persons; asked a conference with the Senate on the disagreeing votes of the two Houses thereon, and that Mr. WILLIAMS, Mr. MOULDER, Mr. JARMAN, Mr. DEROUNIAN, and Mr. YOUNGER were appointed managers on the part of the House at the conference.

The message further announced that the House had agreed to the report of the committee of conference on the disagreeing votes of the two Houses on the amendment of the Senate to the bill (H.R. 5421) to provide a program of assistance to correct inequities in the construction of fishing vessels and to enable the fishing industry of the United States to regain a favorable economic status, and for other purposes.

The message also announced that the House had disagreed to the amendments of the Senate to the bill (H.R. 12117)

making appropriations for the Department of Agriculture and Farm Credit Administration for the fiscal year ending June 30, 1961, and for other purposes; agreed to the conference asked by the Senate on the disagreeing votes of the two Houses thereon, and that Mr. WHITTEN, Mr. MARSHALL, Mr. CANNON, Mr. ANDERSEN of Minnesota, and Mr. TABER were appointed managers on the part of the House at the conference.

ENROLLED BILLS SIGNED

The message further announced that the Speaker had affixed his signature to the following enrolled bills, and they were signed by the president pro tempore:

- S. 1223. An act for the relief of Alan John Coombs;
- S. 1720. An act for the relief of Perry Lee Gorman;
- S. 1912. An act for the relief of Timmy Kim Smith;
- S. 2046. An act for the relief of Max Kotscha;
- S. 2142. An act for the relief of George C. McKinney;
- S. 2177. An act for the relief of Peter J. Waterton;
- S. 2247. An act for the relief of Wong Gim Chung;
- S. 2330. An act for the relief of John B. Manthey;
- S. 2352. An act for the relief of Chaim (Hymen) Eidlitz;
- S. 2418. An act for the relief of Junko Hosaka Jordan;
- S. 2456. An act to amend the act of April 10, 1950 (64 Stat. 44, 25 U.S.C. 635) to better promote the rehabilitation of the Navajo and Hopi Tribes of Indians, and for other purposes;
- S. 2486. An act for the relief of Nobuko Stickels;
- S. 2532. An act for the relief of Margherita Pino Zordan;
- S. 2538. An act for the relief of Kim Yong Cha, fiancée of Corp. LeMaine Ellingson, RA 55280245;
- S. 2554. An act for the relief of Lella Finlay Bohin;
- S. 2635. An act for the relief of Maria Genowefa Kon Musial;
- S. 2769. An act for the relief of John George Sarkis Lindell;
- S. 2776. An act for the relief of Raymond Thomason, Jr.;
- S. 2792. An act for the relief of Luigia Mion;
- S. 2821. An act for the relief of Kristina Selan; and
- S. 2977. An act to amend the Farm Credit Act of 1933 to provide for increased representation by regional banks for cooperatives on the Board of Directors of the Central Bank for Cooperatives.

MULTIPLE USE OF NATIONAL FORESTS

The PRESIDING OFFICER. The Chair lays before the Senate the unfinished business.

The Senate resumed the consideration of the bill (S. 3044) to authorize and direct that the national forests be managed under principles of multiple use and to produce a sustained yield of products and services, and for other purposes.

Mr. EASTLAND. Mr. President, since Senate bill 3044 was reported, House bill 10572 has been passed by the House, and is now on the Senate calendar; it is Cal-

endar No. 1568. The two bills are almost identical.

Therefore, I ask unanimous consent that the Senate now proceed to the consideration of House bill 10572, and that Senate bill 3044 be laid aside.

The PRESIDING OFFICER. Is there objection? Without objection, it is so ordered; and House bill 10572 will be stated by title.

The LEGISLATIVE CLERK. A bill (H.R. 10572) to authorize and direct that the national forests be managed under principles of multiple use and to produce a sustained yield of products and services, and for other purposes.

The PRESIDING OFFICER. The bill is open to amendment.

Mr. EASTLAND. Mr. President, this bill has been thoroughly considered by the Committee on Agriculture and Forestry. The bill does not grant additional rights; it writes into the statute the powers which now are exercised administratively over the Forest Service by the Secretary of Agriculture.

I believe the bill should be enacted.

Mr. AIKEN. Mr. President, I desire to compliment the Senator from Mississippi for his work in bringing the bill to this stage in the process of its enactment.

The PRESIDING OFFICER. The bill is open to amendment.

If there is no amendment to be proposed, the question is on the third reading of the bill.

Mr. MANSFIELD. Mr. President, I suggest the absence of a quorum.

The PRESIDING OFFICER. The clerk will call the roll.

The legislative clerk proceeded to call the roll.

Mr. MANSFIELD. Mr. President, I ask unanimous consent that the order for the quorum call be rescinded.

The PRESIDING OFFICER. Without objection, it is so ordered.

Mr. ALLOTT. Mr. President, in the consideration of this proposed legislation, several questions have been raised. One of the chief questions which has occurred to me about this particular bill is the sentence which appears on page 2, line 9. I recognize that the sentence and subject matter will raise certain questions, whether it is stricken or retained. If it is stricken, the implication would be that there would be destroyed such wilderness concepts as now exist; and, of course, that is not a very practical way to do it.

When this matter came up, I talked with the Assistant Secretary of Agriculture about it, and I received a letter from him this morning with reference to my inquiry about the matter.

I ask unanimous consent to have the letter printed as a part of the RECORD.

There being no objection, the letter was ordered to be printed in the RECORD, as follows:

DEPARTMENT OF AGRICULTURE,
Washington, D.C., June 7, 1960.

Hon. GORDON ALLOTT,
U.S. Senate.

DEAR SENATOR ALLOTT: This is in reference to your inquiry about S. 3044 as reported by the Senate Committee on Agriculture and Forestry.

The bill is exactly what it purports to be, a directive to the Secretary of Agriculture to administer the national forests for multiple use and sustained yield. The sentence in section 2 with respect to areas of wilderness would not change existing policy, administrative procedures, or legislative authority. The bill is not intended as a vehicle for the establishment of additional wilderness areas on the national forests.

Sincerely yours,

E. L. PETERSON,
Assistant Secretary.

Mr. ALLOTT. The letter reads in part:

The bill is exactly what it purports to be, a directive to the Secretary of Agriculture to administer the national forests for multiple use and sustained yield. The sentence in section 2 with respect to areas of wilderness would not change existing policy, administrative procedures, or legislative authority. The bill is not intended as a vehicle for the establishment of additional wilderness areas on the national forests.

The Interior and Insular Affairs Committee has been engaged for some time in the consideration of what has been called a wilderness bill. The bill has now advanced to the point when there has been placed before the committee a proposal which is practical and workable. It would be unthinkable to me that we should, by the legislation proposed before the Senate, establish principles for the establishment of additional wilderness areas upon which hearings had not been held, as such hearings have been held in the Interior and Insular Affairs Committee.

With the letter from the Assistant Secretary now a part of the RECORD, I should like to address myself to the Senator from Mississippi, so that the legislative record on this matter may be made entirely clear, and so the sentence to which I have referred will not be considered as embellishing or widening any of the present policies or laws with respect to wilderness areas.

Mr. EASTLAND. The Senator is correct. I read from the second paragraph of page 4 of the report:

The enactment of this measure is not considered by this committee as a substitute for proposed legislation now pending before another committee to establish a national wilderness preservation policy and program, the so-called wilderness bill.

Mr. ALLOTT. I am sure that is correct. I was aware that wording was in the report. I simply call to the Senator's attention the fact that, without making this legislative record clear, the language contained in the bill could be susceptible of the interpretation that we had embarked upon the establishment of wilderness areas.

Mr. EASTLAND. The Senator refers to additional wilderness areas?

Mr. ALLOTT. Additional wilderness areas.

Mr. EASTLAND. There is no change in the law in that respect.

Mr. ALLOTT. It is my understanding that, with the passage of the bill now pending, there would be no change in the policy or law with respect to wilderness areas. Is that correct?

Mr. EASTLAND. That is correct.

Mr. BENNETT. Mr. President, will the Senator yield?

Mr. ALLOTT. I yield.

Mr. BENNETT. I have had the same fears about the bill, and have also been in correspondence with the Department of Agriculture regarding the attitude of the Department toward the particular sentence to which my colleague has alluded.

I ask unanimous consent that there may be included in the RECORD at this point a letter I received, signed by Edward C. Crafts, for Richard E. McArdle, Chief of the Forest Service, which bears upon the legislative history which has now been made.

There being no objection, the letter was ordered to be printed in the RECORD, as follows:

U.S. DEPARTMENT OF AGRICULTURE,
FOREST SERVICE,
Washington, D.C., June 7, 1960.

Hon. WALLACE F. BENNETT,
U.S. Senate.

DEAR SENATOR BENNETT: This is in response to the telephone inquiry from Mr. Mecham of your office concerning the last sentence in section 2 of S. 3044 as reported by the Senate Committee on Agriculture and Forestry.

That sentence reads: "The establishment and maintenance of areas of wilderness are consistent with the purposes and provisions of this act."

There is one wilderness-type area on the national forests of Utah. This is the High Uintas Primitive Area established in 1931. It is the intention of the Forest Service at some future time to restudy this area with a view to its reclassification as a wilderness area under departmental regulations.

The language of section 2 referred to above would not in any way change existing policy, administrative procedure, or legislative authority with respect to wilderness-type areas on the national forests. There are no plans in the foreseeable future to create additional wilderness-type areas in the national forests at Utah. The enactment of the sentence in question would not alter these plans.

Sincerely yours,

RICHARD E. MCARDLE,
Chief.

By EDWARD C. CRAFTS.

Mr. ALLOTT. Mr. President, I wish to thank the Senator from Mississippi for making clear a matter which is of vital concern to the West. I yield the floor.

The PRESIDING OFFICER. The bill is open to amendment.

If there be no amendment to be proposed, the question is on the third reading of the bill.

The bill (H.R. 10572) was ordered to a third reading and was read the third time.

Mr. EASTLAND. Mr. President, I ask unanimous consent to have printed in the RECORD an explanation of H.R. 10572.

There being no objection, the statement was ordered to be printed in the RECORD, as follows:

EXPLANATION OF H.R. 10572

This bill establishes certain policies governing the administration of the national forests. These policies are as follows:

First, outdoor recreation, range, timber, watershed, and wildlife and fish are specifically named by the bill as purposes for which the national forests are established and administered. This will assure that all of the interests concerned with these important uses of the forests will be given proper consideration.

Second, the Secretary of Agriculture is directed to administer the renewable surface

resources for "multiple use" and "sustained yield" of the several products and services obtained therefrom. This will give legislative approval and force to the long established administrative policy of deciding policy questions from the standpoint of "the greatest good of the greatest number in the long run."

Third, the Secretary's authority to cooperate with others in the development and management of the national forests is reaffirmed and emphasized.

The bill requires no change from existing policy and gives the Secretary no new authority. It does make administration for multiple use and sustained yield mandatory. There is considerable pressure from the advocates of various uses for the devotion of various areas to one use to the exclusion of others, and the Department of Agriculture feels that legislative recognition of the policies set out in the bill is of major importance to proper national forest administration. The bill provides for due consideration of the relative values of the various resources in particular areas, and some areas of the forests will be devoted to limited uses. Wilderness areas are areas of multiple use and the establishment and maintenance of such areas is completely consistent with the bill. The named uses are arranged alphabetically, so as to prevent any inference that one is to be favored over another.

This bill is identical to S. 3044 which was favorably reported from the Senate Committee on Agriculture and Forestry as Calendar No. 1470, except that—

First, the House has adopted all of the amendments recommended by the Senate Committee, except the one appearing on page 2, line 2 of the Senate bill, and in that case the House adopted the substance of the amendment in a form acceptable to the Senator from Vermont [Mr. Aiken] who was the author of the Senate amendment appearing on page 2, line 2 of the Senate bill.

Second, the House made two changes of a clarifying nature, which differ slightly from the language of the Senate bill, but which make no change in the intended purpose of the bill, and which are completely satisfactory to the Forest Service.

I append hereto a letter from the Forest Service stating its approval of the bill as passed by the House.

U.S. DEPARTMENT OF AGRICULTURE,
FOREST SERVICE,
Washington, D.C., June 2, 1960.

Hon. JAMES O. EASTLAND,
U.S. Senate.

(Attention: Mr. Sam Thompson).

DEAR SENATOR EASTLAND: The House of Representatives today passed H.R. 10572, the multiple-use and sustained-yield forestry bill.

Confirming my telephone conversation with Mr. Thompson, this is to advise you that the amendments adopted by the House are satisfactory to the Forest Service. This means that the bill as passed by the House and sent to the Senate meets with our approval.

Sincerely yours,

RICHARD E. MCARDLE,
Chief.

By EDWARD C. CRAFTS,
Acting.

The amendments recommended by the Senate Committee on Agriculture and Forestry in reporting S. 3044 made no change in substance but were of a clarifying nature, designed to assure various interested groups that the particular interest of each in the forests would be given all the consideration to which it was entitled. Those amendments are completely and adequately covered by the House bill.

The first of the Senate committee amendments provided assurance that nothing in the bill would be in derogation of the pur-

poses for which national forests were established under the act of June 4, 1897. This amendment is included in the House bill verbatim.

The second Senate committee amendment provided assurance that nothing in the bill would affect the authority of the Secretary of the Interior with respect to the national park system. This has been broadened in the House bill to provide such assurance with respect to any officer's authority with respect to any Federal lands not within the national forests.

The third Senate committee amendment provided assurance that nothing in the bill would prevent the establishment and maintenance of wilderness areas. This amendment is included in the House bill verbatim.

The fourth and last Senate committee amendment defines "multiple use" and "sustained yield," and this amendment was adopted by the House verbatim.

The two changes which were made by the House in addition to those recommended by the Senate committee are as follows:

The first additional change made by the House makes it clear that nothing in the bill would affect the jurisdiction or responsibilities of the several States with respect to wildlife and fish on the national forests. This amendment was considered by the Senate committee, which agreed that the bill was not intended to affect such jurisdiction or responsibilities, but felt that there was no need for this provision in the bill. The Senate committee elected to cover this problem in the committee report, the next to last paragraph on page 2 stating as follows:

"Although the bill lists wildlife and fish among the purposes for which the national forests are established and administered, it should be understood that upon the enactment of this bill the jurisdiction and responsibilities of the several States and their wildlife and fish agencies with respect to wildlife and fish on the national forests would be continued unaffected."

The other House change not completely covered by the Senate committee recommen-

dations is a substitute for a provision making it clear that nothing in the bill affects the authority of the Secretary of the Interior with respect to mineral resources or the national park system. The House substitute makes it clear that nothing in the bill affects the use or administration by anyone of the mineral resources of national forests or the use or administration by anyone of Federal lands not within the national forests.

Mr. McGEE. Mr. President, I desire to address my thoughts for a moment or two to S. 3044, the bill relating to the multiple use of forests.

This multiple-use bill for the national forests was labeled by the Assistant Secretary of Agriculture, in his letter of transmittal, as "major legislation insofar as the objectives and purposes of the national forests are concerned." I agree—if one can agree upon the high principle of preserving and expanding the rich resources which our national forests represent.

However, we have in the language of the Department a curious bit of phraseology. The Department says that the bill will do nothing new; yet, somehow, it is still major legislation. I quote further from the letter of transmittal by the Assistant Secretary of Agriculture:

The national forests have long been administered under the policies of multiple use and sustained yield. The Department does not believe there is any question as to its authority to so manage the national forests, and the recommendation that this draft bill be enacted should not be so construed.

I raise again the question: If there is nothing new, what justifies the use of the word "major" in describing the proposed legislation? I suggest that it is properly termed as major when viewed in the perspective of several amendments which

have been added to the original bill, amendments made by the House of Representatives, and the committee in the Senate. Through the amendments we have more precisely defined "multiple use" and "sustained yield." In particular, these amendments recognize the wilderness concept as being consistent with, and a part of, the multiple-use principle: It is these amendments which transform an otherwise simple statute into an important piece of legislation.

Furthermore, the introduction of the measure by the administration has been less than was hoped for by those who believe that the multiple use and the principle of the expansion of our forests require something more than words. This principle requires deeds, and it is in the realm of deeds where this administration has fallen short. The test is whether the administration, while safeguarding a principle in an election year with words, is willing to support it in budgetary policy.

A Washington newspaper a few weeks ago coined an interesting phrase: "The one-eyed bookkeepers." I believe that phrase adequately describes the operations with regard to our national forests. While, on the one hand, the administration supports the principle, on the other hand it has systematically destroyed the principle through the budgetary squeeze which has been imposed.

Mr. President, I ask unanimous consent to have printed at this point in the RECORD a history of the Forest Service budget from the fiscal year 1955 through the fiscal year 1961.

There being no objection, the statistics were ordered to be printed in the RECORD, as follows:

U.S. DEPARTMENT OF AGRICULTURE—FOREST SERVICE

Budget estimates and appropriations for fiscal years 1960 and 1961 (adjusted to reflect functional breakdown in 1961 estimates, and including supplemental appropriations and transfers in the estimates)

Appropriation, subappropriation, activity, and function	Fiscal year 1960				Fiscal year 1961			
	Forest Service request	Department request	President's budget	Appropriation act	Forest Service request	Department request	President's budget	Appropriation act
Forest protection and utilization:								
Forest land management:								
National forest protection and management:								
Timber resource management:								
Sales administration and management.....	\$17,976,000	\$17,779,000	\$17,715,000	\$19,215,000	\$19,875,000	\$20,175,000	\$20,175,000	\$20,175,000
Reforestation and stand improvement.....	4,050,000	3,297,000	3,255,000	3,455,000	5,765,000	3,465,000	3,465,000	4,430,000
Recreation-public use.....	20,966,400	12,634,400	9,373,000	10,173,000	16,430,000	14,830,000	14,830,000	14,595,000
Wildlife habitat management.....	4,278,000	1,724,000	1,159,000	1,259,000	2,170,000	1,270,000	1,270,000	1,535,000
Range resource management:								
Management.....	3,094,000	3,077,000	2,973,000	2,973,000	3,500,000	3,000,000	3,000,000	3,145,000
Revegetation.....	1,861,000	1,610,000	1,595,000	1,595,000	1,950,000	1,600,000	1,600,000	1,770,000
Improvements.....	2,251,000	1,997,000	1,960,000	1,960,000	2,365,000	1,965,000	1,965,000	2,150,000
Soil and water management.....	2,660,000	1,947,000	1,603,000	1,603,000	2,615,000	1,615,000	1,615,000	2,078,000
Mineral claims, leases, and other land uses.....	4,860,900	4,347,900	4,232,000	4,332,000	5,469,900	4,369,900	4,369,900	4,681,900
Land utilization projects.....	1,387,000	1,137,000	1,117,000	1,117,000	1,475,000	1,125,000	1,125,000	1,225,000
Forest fire protection.....	15,264,000	14,046,000	13,673,000	13,973,000	15,820,000	14,345,000	14,345,000	14,887,000
Structural improvements for fire and general purposes (construction and maintenance).....	13,353,000	11,375,000	8,879,000	8,879,000	11,271,100	9,246,100	9,100,000	9,740,000
Rehabilitation of recently burned areas.....								300,000
Subtotal, national forest protection and management.....	92,001,300	74,971,300	67,534,000	70,534,000	88,706,000	77,006,000	76,859,900	80,714,900
Fighting forest fires.....	10,000,000	10,000,000	5,000,000	5,000,000	5,000,000	5,000,000	5,000,000	5,000,000
Insect and disease control:								
White pine blister rust control.....	3,315,600	3,265,600	3,253,700	3,253,700	3,264,800	3,264,800	3,264,800	3,264,800
Other pest control.....	4,138,100	2,688,100	2,628,100	3,628,100	4,135,000	3,635,000	3,635,000	3,780,000
Subtotal, insect and disease control.....	7,453,700	5,953,700	5,881,800	6,881,800	7,399,800	6,899,800	6,899,800	7,044,800
Acquisition of lands (Weeks Act).....	100,000	100,000	100,000	100,000	100,000	100,000	100,000	100,000
Total, forest land management.....	109,555,000	91,025,000	78,515,800	82,515,800	101,205,800	89,005,800	88,859,700	92,859,700

Footnotes at end of table.

U.S. DEPARTMENT OF AGRICULTURE—FOREST SERVICE—Continued

Budget estimates and appropriations for fiscal years 1960 and 1961 (adjusted to reflect functional breakdown in 1961 estimates, and including supplemental appropriations and transfers in the estimates)—Continued

Appropriation, subappropriation, activity, and function	Fiscal year 1960				Fiscal year 1961			
	Forest Service request	Department request	President's budget	Appropriation act	Forest Service request	Department request	President's budget	Appropriation act
Forest protection and utilization—Continued								
Forest research:								
Forest and range management research.....	\$9,244,500	\$7,163,500	\$6,880,000	\$7,104,000	\$9,240,900	\$7,449,900	\$7,354,600	\$7,759,600
Forest protection research:								
Forest fire research.....	1,095,700	895,700	785,000	835,000	1,180,355	915,355	905,000	980,000
Forest insect research.....	1,269,100	925,100	915,000	995,000	1,341,280	1,061,280	1,049,000	1,099,000
Forest disease research.....	1,050,400	750,400	740,000	820,000	1,085,310	890,310	880,000	925,000
Subtotal, forest protection research.....	3,415,200	2,571,200	2,440,000	2,650,000	3,606,945	2,866,945	2,834,000	3,004,000
Forest products utilization research.....	3,972,100	3,047,100	2,794,400	2,854,400	4,467,555	3,123,555	3,103,400	3,353,000
Forest resources research:								
Forest survey.....	1,505,200	1,505,200	1,490,000	1,490,000	1,580,000	1,500,000	1,490,000	1,490,000
Economics research.....	1,127,400	427,400	422,000	447,000	745,000	550,000	550,000	650,000
Subtotal, forest resources research.....	2,632,600	1,932,600	1,912,000	1,937,000	2,325,000	2,050,000	2,040,000	2,140,000
Forest research construction.....	2,500,000				2,500,000	1,000,000	1,000,000	1,075,000
Total, forest research.....	21,764,400	14,714,400	14,026,400	14,545,400	22,140,400	16,490,400	16,332,000	17,332,000
State and private forestry cooperation:								
Cooperation in forest-fire control.....	15,090,000	10,290,000	10,085,000	10,085,000	15,002,500	10,087,500	10,087,500	10,087,500
Cooperation in forest-tree planting.....	1,317,000	792,000	290,000	290,000	1,001,000	291,000	291,000	291,000
Cooperation in forest management and processing.....	2,515,000	1,825,000	1,522,000	1,542,000	2,501,000	1,543,000	1,543,000	1,543,000
General forestry assistance.....	415,800	415,800	410,800	410,800	413,300	413,300	413,300	413,000
Total, State and private forestry cooperation.....	19,337,800	13,322,800	12,307,800	12,327,800	18,917,800	12,334,800	12,334,800	12,334,800
Total, forest protection and utilization.....	150,657,200	119,062,200	104,850,000	109,389,000	142,264,000	117,831,000	117,526,500	122,526,500
Forest roads and trails ¹	30,000,000	30,000,000	24,000,000	28,000,000	33,000,000	30,000,000	30,000,000	30,000,000
Access roads ¹				1,000,000		1,000,000	1,000,000	1,000,000
Acquisition of lands for Cache National Forest.....	50,000	50,000	50,000	50,000				
Acquisition of lands for national forests, special acts.....	10,000	10,000	10,000	10,000	10,000	10,000	10,000	10,000
Acquisition of lands for Superior National Forest.....	700,000				1,000,000	1,000,000	1,000,000	750,000
Assistance to States for tree planting.....	1,500,000							
Total, appropriated funds.....	182,917,200	149,122,200	128,910,000	138,449,000	176,274,000	149,841,000	149,536,500	154,286,500

¹ Includes \$700,000, cooperative range improvements.² New item added by Senate in 1961.³ Excludes 10 percent funds: \$11,860,000, fiscal year 1960; \$13,640,000, estimate for fiscal year 1961.⁴ New item added by Senate in 1960.

Forest Service budget estimates, 1955-59

Subappropriation, activity, and function	Forest Service request to Department (agency estimates)					Department's request to Budget Bureau (Department estimates)				
	Fiscal year 1955 ¹	Fiscal year 1956	Fiscal year 1957	Fiscal year 1958	Fiscal year 1959	Fiscal year 1955 ²	Fiscal year 1956	Fiscal year 1957	Fiscal year 1958	Fiscal year 1959
Forest protection and utilization: ²										
Forest land management:										
National forest protection and management: ³										
Timber resource management:										
Sales administration and management.....	\$8,729,000	\$9,496,500	\$10,197,000	\$15,083,950	\$14,347,000	\$7,116,000	\$8,136,000	\$11,380,000	\$14,048,950	\$14,347,000
Reforestation and stand improvement.....	1,492,000	1,577,000	1,512,000	3,371,600	2,914,000	637,000	1,046,000	1,406,000	2,414,600	2,914,000
Recreation-public use.....	2,991,000	3,299,000	3,847,000	12,334,550	12,306,000	2,169,000	2,401,000	3,695,000	12,311,550	12,306,000
Wildlife habitat management.....	574,000	978,000	728,000	994,300	1,189,000	564,000	564,000	627,000	840,300	1,189,000
Range resource management:										
Management.....	2,326,000	2,819,000	3,015,000	3,003,800	2,812,000	2,286,000	2,286,000	2,613,000	2,818,800	2,812,000
Revegetation.....	1,042,000	1,121,000	929,000	2,145,000	1,281,000	363,000	598,000	825,000	1,282,000	1,281,000
Improvements.....	1,469,000	1,450,000	1,708,000	1,665,500	1,625,000	1,368,000	1,400,000	1,550,000	1,625,500	1,625,000
Soil and water management.....	373,000	369,000	917,000	2,287,200	1,279,000	366,000	366,000	614,000	1,031,200	1,279,000
Mineral claims, leases, and other land uses.....	1,845,000	2,043,000	2,922,000	4,115,300	4,486,000	1,817,000	1,817,000	2,679,000	4,092,300	4,086,000
Land utilization projects.....	1,248,000	985,000	985,000	1,441,500	1,090,000	1,248,000	942,500	985,000	1,191,500	1,090,000
Forest fire protection.....	10,402,000	12,593,000	11,752,000	13,591,100	12,546,000	9,341,000	10,466,000	11,502,000	12,557,100	12,546,000
Structural improvements for fire and general purposes (construction and maintenance).....	3,495,351	3,726,000	5,881,000	13,944,600	8,725,000	2,886,000	3,089,000	4,862,000	8,731,850	8,725,000
Total, national forest protection and management.....	³ 35,986,351	40,456,500	44,393,000	73,978,000	64,600,000	30,161,000	33,111,500	42,738,000	62,945,650	64,200,000
Fighting forest fires.....	6,000,000	6,000,000	5,250,000	5,250,000	5,000,000	6,000,000	5,250,000	5,250,000	5,250,000	5,000,000
Insect and disease control.....	6,657,130	7,775,000	6,271,500	6,418,550	6,250,000	5,286,354	6,107,500	5,122,000	5,208,550	5,380,000
Acquisition of lands.....		75,000		100,000	100,000				100,000	100,000
Total, forest land management.....	49,090,481	54,306,500	55,914,500	85,746,950	75,950,000	41,447,354	44,469,000	53,110,000	73,504,200	74,680,000
Forest research:										
Forest and range management research.....	3,256,155	4,249,630	4,863,516	6,104,534	5,880,000	3,098,794	3,809,630	4,629,816	5,429,534	5,880,000
Forest protection research:										
Forest fire research.....	183,104	183,104	360,562	642,262	691,500	183,104	183,104	225,562	392,262	641,500
Forest insect research.....	622,600	622,600	733,999	982,399	805,900	462,100	622,600	737,199	807,399	805,900
Forest disease research.....	487,500	547,500	603,661	844,061	692,600	447,500	447,500	608,161	694,061	692,600
Subtotal, forest protection research.....	1,293,204	1,353,204	1,698,222	2,468,722	2,190,000	1,092,704	1,253,204	1,570,922	1,893,722	2,140,000
Forest products utilization research.....	1,531,318	3,231,318	1,753,301	2,643,983	2,865,000	1,231,318	1,231,318	1,771,301	2,218,983	2,865,000

Footnotes at end of table.

Forest Service budget estimates, 1955-59—Continued

Subappropriation, activity, and function	Forest Service request to Department (agency estimates)					Department's request to Budget Bureau (Department estimates)				
	Fiscal year 1955 ¹	Fiscal year 1956	Fiscal year 1957	Fiscal year 1958	Fiscal year 1959	Fiscal year 1955 ¹	Fiscal year 1956	Fiscal year 1957	Fiscal year 1958	Fiscal year 1959
Forest research—Continued										
Forest protection research—Continued										
Forest resources research:										
Forest survey.....	\$1,315,973	\$1,215,973	\$1,363,674	\$1,560,100	\$1,406,300	\$815,973	\$815,973	\$1,075,674	\$1,409,474	\$1,406,300
Economics research.....	143,875	143,875	402,287	624,287	393,700	123,875	143,875	408,287	394,287	393,700
Subtotal, forest resources research.....	1,459,848	1,359,848	1,765,961	2,184,387	1,800,000	939,848	959,848	1,483,961	1,803,761	1,800,000
Forest research construction.....										
Total, forest research.....	7,540,525	10,194,000	10,081,000	13,401,626	12,735,000	6,362,661	7,254,000	9,456,000	11,346,000	12,685,000
State and private forestry cooperation:										
Cooperation in forest fire control.....	11,467,360	10,674,500	10,025,000	13,018,900	10,043,000	8,968,300	8,365,810	10,025,000	10,043,900	10,043,000
Cooperation in forest tree planting.....	697,000	647,061	505,000	1,508,500	1,308,000		447,061	505,000	1,308,500	1,308,000
Cooperation in forest management and processing.....	783,800	1,132,429	690,000	2,010,300	2,010,000		632,429	690,000	1,510,300	1,710,000
General forestry assistance.....	154,700	154,700	165,000	334,300	384,000	154,700	154,700	165,000	384,300	384,000
Total, State and private forestry cooperation.....	13,102,860	12,608,690	11,385,000	16,872,000	13,745,000	9,123,000	9,600,000	11,385,000	13,247,000	13,445,000
Total, forest protection and utilization.....	69,739,866	77,209,190	77,380,500	116,020,576	102,430,000	56,931,543	61,323,000	73,951,000	98,097,700	100,810,000
Forest roads and trails.....	22,522,464	29,590,000	24,000,000	27,350,000	25,836,000	11,998,000	24,000,000	24,000,000	25,359,000	25,336,000
Acquisition of lands for national forests (special acts, receipts, funds).....		10,000		10,000	10,000				10,000	10,000
Acquisition of lands, Superior National Forest.....				500,000	500,000				500,000	500,000
Acquisition of lands, Cache National Forest.....				50,000	50,000				50,000	50,000
Assistance to States for tree planting.....				(4)	1,000,000				(4)	1,000,000
Total.....	92,256,330	106,719,190	101,380,500	143,930,576	129,826,000	68,510,543	84,903,000	97,951,000	124,007,200	127,706,000

Subappropriation, activity, and function	Budget estimates (President's budget)					Appropriation act				
	Fiscal year 1955 ¹	Fiscal year 1956	Fiscal year 1957	Fiscal year 1958	Fiscal year 1959	Fiscal year 1955 ¹	Fiscal year 1956	Fiscal year 1957	Fiscal year 1958	Fiscal year 1959
Forest protection and utilization: ²										
Forest land management:										
National forest protection and management: ³										
Timber resource management:										
Sales administration and management.....	\$7,116,000	\$8,136,000	\$11,305,000	\$14,021,000	\$13,735,000	\$7,295,567	\$9,285,200	\$11,392,000	\$14,022,000	\$13,735,000
Reforestation and stand improvement.....	637,000	1,046,000	1,406,000	2,414,000	2,412,000	1,049,612	1,389,700	2,058,000	2,414,000	3,162,000
Recreation public use.....	2,167,000	2,401,000	3,628,000	12,307,000	8,819,000	2,243,340	2,960,350	4,463,000	9,576,000	10,298,000
Wildlife habitat management.....	564,000	564,000	627,000	839,000	836,000	498,136	512,700	694,000	839,000	1,086,000
Range resource management:										
Management.....	2,286,000	2,236,000	2,607,000	2,811,000	2,800,000	2,038,498	2,025,500	2,535,000	2,812,000	2,800,000
Revegetation.....	363,000	598,000	825,000	1,282,000	1,280,000	612,785	810,500	1,083,000	1,281,000	1,530,000
Improvements.....	1,367,000	1,400,000	1,536,000	1,625,000	1,622,000	1,329,116	1,466,800	1,566,000	1,625,000	1,872,000
Soil and water management.....	366,000	366,000	611,000	1,029,000	1,027,000	321,237	554,500	842,000	1,029,000	1,517,000
Mineral claims, leases, and other land uses.....	1,817,000	1,817,000	2,562,000	4,086,000	3,978,000	1,688,435	1,717,200	2,422,000	4,086,000	3,978,000
Land utilization projects.....	735,000	942,500	985,000	1,190,000	1,090,000	1,013,600	724,500	767,000	1,190,000	1,340,000
Forest fire protection.....	9,341,000	10,466,000	11,502,000	12,546,000	12,533,000	9,333,707	10,769,500	11,669,000	12,546,000	12,784,000
Structural improvements for fire and general purposes (construction and maintenance).....	2,876,000	3,089,000	4,771,000	8,725,000	8,620,000	3,566,167	3,995,050	5,509,750	7,725,000	10,900,000
Total, national forest protection and management.....	29,635,000	33,111,500	42,368,000	62,875,000	58,752,000	30,990,200	36,211,500	45,000,750	59,145,000	65,002,000
Fighting forest fires.....	6,000,000	5,250,000	5,250,000	5,250,000	5,000,000	6,000,000	5,250,000	5,250,000	5,000,000	5,000,000
Insect and disease control.....	5,015,000	6,107,500	5,120,000	5,205,000	5,205,000	4,937,500	6,272,500	5,120,500	5,205,000	5,705,000
Acquisition of lands.....				100,000	100,000	125,000	190,000	100,000	100,000	100,000
Total, forest land management.....	40,650,000	44,469,000	52,738,000	73,430,000	69,057,000	42,252,700	47,924,000	55,470,750	69,450,000	75,807,000
Forest research:										
Forest and range management research.....	3,094,630	3,809,630	4,629,816	5,420,000	5,573,000	3,104,630	4,279,630	5,182,816	5,680,000	6,449,000
Forest protection research:										
Forest fire research.....	183,104	183,104	225,562	391,500	641,500	183,104	213,104	325,562	641,500	741,500
Forest insect research.....	612,100	622,600	733,999	805,900	805,900	612,100	622,600	771,499	805,900	854,900
Forest disease research.....	447,500	447,500	606,661	692,600	692,600	447,500	447,500	611,161	692,600	692,600
Subtotal, forest protection research.....	1,242,704	1,253,204	1,566,222	1,890,000	2,140,000	1,242,704	1,283,204	1,711,222	2,140,000	2,289,000
Forest products utilization research.....	1,231,318	1,231,318	1,771,301	2,215,000	2,615,000	1,231,318	1,231,318	1,679,801	2,215,000	2,640,000
Forest resources research:										
Forest survey.....	815,973	815,973	1,024,374	1,406,300	1,406,300	815,973	815,973	1,049,374	1,406,300	1,406,300
Economics research.....	143,875	143,875	358,287	393,700	393,700	143,875	143,875	376,787	393,700	393,700
Subtotal, forest resources research.....	959,848	959,848	1,382,661	1,800,000	1,800,000	959,848	959,848	1,426,161	1,800,000	1,800,000
Forest research construction.....										2,600,000
Total, forest research.....	6,528,500	7,254,000	9,350,000	11,325,000	12,128,000	6,538,500	7,754,000	10,000,000	11,835,000	15,678,000
State and private forestry cooperation:										
Cooperation in forest fire control.....	8,968,300	8,365,810	10,025,000	10,043,000	10,043,000	9,449,500	10,000,000	10,025,000	10,043,000	10,043,000
Cooperation in forest tree planting.....		447,061	505,000	1,308,000	258,000	447,061	500,000	1,000,000	1,308,000	783,000
Cooperation in forest management and processing.....		632,429	690,000	1,510,000	1,510,000	632,429	682,429	1,000,000	1,510,000	1,510,000
General forestry assistance.....	154,700	154,700	165,000	384,000	384,000	154,700	154,700	165,000	384,000	384,000
Total, State and private forestry cooperation.....	9,123,000	9,600,000	11,385,000	13,245,000	12,195,000	10,683,690	11,337,129	12,190,000	13,245,000	12,720,000
Total, forest protection and utilization.....	56,301,500	61,323,000	73,473,000	98,000,000	93,350,000	59,474,890	67,015,129	77,600,750	94,530,000	104,205,000

Footnotes at end of table.

Forest Service budget estimates, 1955-59—Continued

Subappropriation, activity, and function	Budget estimates (President's budget)					Appropriation act				
	Fiscal year 1955 ¹	Fiscal year 1956	Fiscal year 1957	Fiscal year 1958	Fiscal year 1959	Fiscal year 1955 ¹	Fiscal year 1956	Fiscal year 1957	Fiscal year 1958	Fiscal year 1959
Forest roads and trails.....	\$16,000,000	\$24,000,000	\$24,000,000	\$24,336,000	\$23,099,000	\$16,000,000	\$24,000,000	\$24,000,000	\$24,336,000	\$26,000,000
Acquisition of lands for national forests (special acts, receipts, funds).....				10,000	10,000	10,000	10,000	10,000	10,000	10,000
Acquisition of lands, Superior National Forest.....				500,000	300,000				500,000	
Acquisition of lands, Cache National Forest.....				50,000	50,000				50,000	50,000
Assistance to States for tree planting.....				4,000,000					500,000	
Total.....	71,882,500	84,903,000	97,473,000	126,896,000	116,839,000	75,184,890	91,025,129	101,670,750	119,926,000	130,265,000

¹ Adjusted to reflect transfers from and to other agencies under departmental reorganization.

² Prior to fiscal year 1958 the title of this mainhead appropriation was "Salaries and expenses" and included national forest protection and management, fighting forest fires, control of forest pests (now insect and disease control), and forest research. For comparative purposes, we have shown appropriation structure as contained in the 1958 budget estimates.

³ Adjusted for comparability purposes. Also adjusted by transfer of amount previously shown for "Ranger district management" to other projects within "National forest protection and management."

⁴ At the Department estimate stage, this was submitted as a supplemental for fiscal year 1957. Under final budget consideration it was decided to eliminate the 1957 supplemental and request the \$4,000,000 as part of the regular 1958 submission.

Mr. McGEE. Mr. President, these tables show the requests of the Forest Service, the requests of the Department of Agriculture to the Bureau of the Budget, the requests of the Bureau of the Budget to Congress, and the action taken by Congress. Almost without ex-

ception Congress has found it necessary to correct slashes made by the Bureau of the Budget which, in fact, have eroded the high principle to which this administration has given lipservice.

Mr. President, I ask unanimous consent also to have printed in the RECORD

a second table, which appears on pages 260 and 261 of the hearings on the Department of the Interior appropriation for 1961, pertaining to the Forest Service appropriation for this year.

There being no objection, the table was ordered into the RECORD, as follows:

Appropriation item	Maximum annual level (proposed to be reached by end of 5th year) ¹	Amount provided				Amount re- maining to be provided in subsequent years (col. 1 minus col. 4)
		In 1960 budget estimates	Increases through 1961 budget estimates	Total in 1961 budget esti- mates (col. 2 plus col. 3)	Percent of maximum annual level provided	
	(1)	(2)	(3)	(4)	(5)	(6)
Forest protection and utilization:						
Forest land management:						
National forest protection and management:						
Timber resource management:						
Sales administration and management.....	\$26,786,000	\$17,715,000	\$2,460,000	\$20,175,000	75.3	\$6,611,000
Reforestation and stand improvement.....	40,997,000	3,255,000	210,000	3,465,000	8.5	37,532,000
Recreation-public use.....	30,712,000	9,373,000	5,457,000	14,830,000	48.3	15,882,000
Wildlife habitat management.....	7,033,000	1,159,000	111,000	1,270,000	18.1	5,763,000
Range resource management:						
Management.....	6,820,000	2,973,000	27,000	3,000,000	44.0	3,820,000
Revegetation.....	3,453,000	1,595,000	5,000	1,600,000	46.3	1,853,000
Improvements.....	4,779,000	1,960,000	5,000	1,965,000	41.1	2,814,000
Soil and water management.....	10,611,000	1,603,000	12,000	1,615,000	15.2	8,996,000
Mineral claims, leases, and other land uses.....	11,470,000	4,232,000	137,900	4,369,900	38.1	7,100,100
Land utilization projects.....	3,258,000	1,117,000	8,000	1,125,000	34.5	2,133,000
Forest fire protection.....	28,778,000	13,673,000	672,000	14,345,000	49.8	14,433,000
Structural improvements for fire and general purposes (construction and maintenance).....	18,493,000	8,879,000	221,000	9,100,000	49.2	9,393,000
Subtotal, national forest protection and management.....	193,190,000	2 67,534,000	9,325,900	2 76,859,900	39.8	116,330,100
Insect and disease control:						
White pine blister rust control.....	2,500,000	2,100,000	11,100	2,111,100	84.4	388,900
Other pest control.....	6,500,000	1,900,000	1,006,900	2,906,900	44.7	3,593,100
Subtotal, insect and disease control.....	9,000,000	4 4,000,000	1,018,000	5 5,018,000	55.8	3,982,000
Acquisition of lands (Weeks Act).....	100,000	100,000		100,000	100.0	
Total, forest land management.....	202,290,000	71,634,000	10,343,900	81,977,900	40.5	120,312,100
Forest research:						
Forest and range management research.....	12,873,000	4 3,440,000	474,600	4 3,914,600	30.4	8,958,400
Forest protection research:						
Forest fire research.....	2,047,000	513,500	120,000	633,500	30.9	1,413,500
Forest insect research.....	2,054,000	598,500	134,000	732,500	35.7	1,321,500
Forest disease research.....	1,340,000	484,000	140,000	624,000	46.6	716,000
Subtotal, forest protection research.....	5,441,000	1,596,000	394,000	1,990,000	36.6	3,451,000
Forest products utilization research.....	6,828,000	1,397,200	290,000	1,687,200	24.7	5,140,800
Forest resources research:						
Forest survey.....	469,000	440,000		440,000	93.8	29,000
Marketing and economics research.....	1,689,000	140,000	128,000	268,000	15.9	1,421,000
Subtotal, forest resources research.....	2,158,000	580,000	128,000	708,000	32.8	1,450,000
Subtotal, research program.....	27,300,000	7,013,200	1,286,600	8,299,800	30.4	19,000,200
Forest research construction.....	6,000,000		1,000,000	1,000,000	16.7	5,000,000
Total, forest research.....	33,300,000	4 7,013,200	2,286,600	4 9,299,800	27.9	24,000,200
Total, forest protection and utilization.....	235,590,000	78,647,200	12,630,500	91,277,700	38.7	144,312,300

Footnotes at end of table.

Appropriation item	Maximum annual level (proposed to be reached by end of 5th year) ¹	Amount provided				Amount remaining to be provided in subsequent years (col. 1 minus col. 4)
		In 1960 budget estimates	Increases through 1961 budget estimates	Total in 1961 budget estimates (col. 2 plus col. 3)	Percent of maximum annual level provided	
	(1)	(2)	(3)	(4)	(5)	(6)
Forest roads and trails, including roads and trails for States (10 percent)	\$85,000,000	\$35,400,000	\$9,240,000	\$44,640,000	52.5	\$40,360,000
Acquisition of lands for Cache National Forest		50,000	-50,000			
Acquisition of lands for national forests, special acts	10,000	10,000		10,000	100.0	
Acquisition of lands for Superior National Forest			1,000,000	1,000,000		-1,000,000
Total, program for the national forests	320,600,000	114,107,200	22,820,500	136,927,700	42.7	183,672,300
Reconciliation to the 1961 budget estimates:						
Amounts in budget estimates for work related to nonnational forest land and, therefore, not a part of the national forest program:						
(1) Insect and disease control				+1,881,800		
(2) Forestry research				+7,032,200		
(3) State and private forestry cooperation				+12,334,800		
Amount for fighting forest fires not included in program because of the emergency nature of this fund				+5,000,000		
Less 10 percent of national forest receipts included in program but not in regularly appropriated items				-13,640,000		
Total, budget estimate (appropriated funds)				149,536,500		

¹ Adjusted by transfer of amount previously shown for ranger district management to other projects within "National forest protection and management."

² Includes \$700,000 transferred from "Cooperative range improvements."

³ Excludes \$1,881,800 as explained in "Reconciliation" at bottom of the table.

⁴ Excludes \$7,032,200 as explained in "Reconciliation" at bottom of the table.

NOTE.—A breakdown of the above data by individual States would be impractical within the time limit permitted for preparation of this information.

Mr. McGEE. Mr. President, this table measures the 1961 budget against the needs for the program for the national forests.

I may interject that I am indebted to the distinguished junior Senator from Washington [Mr. JACKSON] for calling my attention to the budget history which I have just placed in the RECORD. These tables, taken together, tell a story—a very revealing story. They suggest, once again, that the people must be alert to the difference between words and deeds. This administration has sabotaged its own multiple-use program.

Consider the program for the national forests as the real case in point. Forest experts in our Government have established a 12-year program to bring the forests into balance with our growing population and our increasing needs for forest resources. This 12-year projection looks toward the expenditure of \$320 million on an annual basis by the end of the fifth year of the program. The 1960 appropriation is scarcely a third of the total required. But in spite of that shortage, we have the promise and the assertion of the administration that they hope to close the gap between the present appropriation of \$114 million and the needed appropriation of \$320 million within the next 5 years by the addition of about \$40 million each year. The administration has promised that that gap will be wiped out by this means.

If one wishes to give the administration the real test, which is to measure what they have in fact done in their proposals for the year ahead to close that gap, we certainly cannot be accused of being unfair.

However, a close look at what the administration has done for the year ahead shows a story of default on a responsibility; of a failure to measure up to words with deeds.

It would require, as I have said, between now and 1965 an increase in Forest Service appropriations of \$40 million a year. Yet the Budget Bureau's request this year shows the figure to be scarcely half of that requirement; just over \$22 million.

In 1960 35.6 percent of the needed maximum annual budget was requested. In the new budgetary request for 1961 this amount has been increased by only 7 percent. Only the simplest form of mathematics is needed to calculate that if the administration expects to close the gap of over \$200 million in its annual budget for the forests, it will have to move ahead at a substantially faster rate than 7 percent. In fact, at the present rate of growth, we will end up still only half way to the admitted necessary national goals for our national forests. That kind of budget is the poorest kind of budget. In my judgment, its weakness is that it is a bookkeeping operation, rather than a serious building operation.

It is regarding our needs in the cold statistical form of spending, rather than in their proper context of investment, for an investment of this type in the Nation's natural resources brings returns many times over, not only to the people as a whole, but also, in particular, to the Treasury. That is why it is most unfortunate that in this field the "one-eyed bookkeepers" are at work again.

Mr. President, the increasing demands of the growing population, free time, and new recreational uses bring into focus in a dramatic fashion never before envisioned in our country the need to look ahead for at least 12 years and probably much farther than that, in order to be able to meet the needs which we have a right to expect will be met. We need to have them met honestly and forthrightly, and not with words alone.

This bill merits our support, because the constructive amendments which have been adopted to the bill have made it major legislation.

However, I desire to caution my colleagues and the people generally by pointing out that words are not sufficient; that they are empty when they are measured against the needs of our forest program. The program of managing the national forests under principles of multiple use, in order to produce a sustained yield of forest products and services, is now coming into being; and this program must be carried forward wisely and efficiently if our forest

reserves and our forest growth are to be sustained.

Mr. HUMPHREY. Mr. President, I wish to join the distinguished Senator from Wyoming in his pertinent and well-documented analysis of this bill, the so-called multiple-use bill for the national forests. The bill, with the amendments, was reported unanimously by the Committee on Agriculture and Forestry; and to my mind the bill, as reported, represents a sound public policy. I am particularly pleased that no weakening amendments were adopted by the Senate, and that the bill as it came from the committee was accepted by the Senate. Certainly this bill constitutes good legislation.

I fully concur in the economic analysis which has been made by the Senator from Wyoming. The Forest Service is one of the old-line, established agencies of our Government. It is headed by a competent civil servant, the Director of the Forest Service, Mr. Richard McArdle. The Forest Service conducts management over real, productive natural resources; and, therefore, the budget of the Forest Service is of critical importance to the proper maintenance of that investment and, I think, to the realization of a profit on the investment in our national forests. But it is a fact that the budgetary needs of the Forest Service have not been met. It is also a fact that our forestry program is in retreat, instead of moving ahead.

On Monday of this week, I was present at the dedication ceremonies at the Forest Research Laboratory, at Grand Rapids, Minn.—a laboratory and facility authorized by the Congress, and made available under appropriations in 1958. I was one of the sponsors of that legislation, and I worked diligently in the Senate to obtain the necessary funds for its construction. Present at the ceremony on Monday afternoon of this week, at 3 o'clock, was the Chief of the Forest Service, Mr. Richard McArdle. He delivered a splendid address. Of course there were also present other representatives of the Forest Service and representatives of the Forestry Depart-

ment of the State of Minnesota. This research facility is a part of the University of Minnesota program, in Grand Rapids, Minn.

I wish to note that the construction of the laboratory represents the wisest possible use of public funds. The entire facility, with approximately 90,000 square feet of laboratory space and equipment, was constructed for approximately \$200,000. I wish every public building was constructed as frugally and as economically as was this particular facility. It is excellent; it is modern in design; it is well lighted and well ventilated; and it represents good, substantial construction.

I may add that there is a great need for new research equipment—for modern, up to date microscopes and a host of other scientific apparatus—to make this physical plant the kind of laboratory that is needed for present-day research.

But my point is that while I was at the dedication and was visiting the laboratory, I found that the loss of timber in the great forests of the State of Minnesota from disease and insects has been greater than the production of timber from those forests. In other words, because of the lack of proper appropriations in order to make it possible for a proper job to be done in protecting our forests from blight, insects, fire, and disease, the forests of the United States are losing more of their timber stand, as a result of disease, fire, and insects, than the crop or the cutting that is obtained from the forests. Surely that situation calls for reexamination by the Congress, by the Bureau of the Budget, and by the Forest Service.

I am happy to say that the Forest Service realizes this, and makes its recommendations and urges increased appropriations for its work. I know of no service in the government which has more dedicated people or a group of more conscientious or better trained public servants who are more willing to make the necessary sacrifices in order to have a good program.

So I desire to associate myself here in the Senate—as I did in the Committee on Agriculture and Forestry, of which I am a member—in support of this proposed legislation.

I am particularly pleased that the amendments which were adopted in the committee—I refer to the amendments which relate to the preservation of our wilderness areas—have been maintained. One of those amendments provides that the establishment and maintenance of areas of wilderness shall be consistent with the purposes of this act. That particular amendment is vital to this proposed legislation, and it will serve to fortify the expressed intent and will of the Congress that certain areas of the public domain be preserved in their native, natural condition, as wilderness areas, for the recreation of the American people.

I call to the attention of my colleagues the fact that the recent census shows more and more people are coming into the metropolitan areas. There is a

tremendous growth in population. It underscores the need for our national parks and recreational facilities. It underscores the importance of our national forests to take care of the ever-increasing need for forest products, the use of which goes far beyond ordinary lumber. It also underscores the importance of having wilderness and forest areas for recreational purposes.

The Congress of the United States has the duty to think ahead and to plan ahead for the America of tomorrow; and the America of 1975 will be an America of over 200 million people, possibly 225 million. This means the American people are going to need parks and recreational facilities. They are going to need wilderness areas, canoe country, lakes and streams that are unpolluted by industrial wastes and the carelessness of mankind.

It is the duty of the Government to protect the great natural resources, and particularly the great public domain. I shall make it my business as a Senator to stand here as a guardian of our great natural resources. I shall make it my first business to see to it that the great public resources are not exploited for private privilege and special privilege, but, rather, are maintained for the public good.

The multiple use bill takes into consideration legitimate private needs, sustained yields of our forests, and the private enterprise economy, and also gives consideration to the protection of public services, with emphasis upon our wilderness areas.

I have received a number of messages on this subject. I ask unanimous consent that a telegram I received, giving a message representing the expressed opinion of a number of great conservation groups, be printed at this point in the RECORD.

There being no objection, the telegram was ordered to be printed in the RECORD, as follows:

WASHINGTON, D.C., June 7, 1960.

HON. HUBERT H. HUMPHREY,
Senate Office Building,
Washington, D.C.:

The undersigned national membership conservation organizations endorse and reaffirm their full support of the objectives of national forest multiple-use bills H.R. 10572 and S. 3044. We believe H.R. 10572, as passed by the House, protects total public interest in the natural resources values of national forests and urge its adoption without amendment.

KENNETH B. POMEROY,
Chief Forester, American Forestry Association.

SPENCER M. SMITH,
Secretary, Citizens Committee on Natural Resources.

CHARLES CALLESON,
Assistant to the President, National Audubon Society.

C. R. GUTERMUTH,
Secretary, North American Wildlife Foundation.

WILLIAM ZIMMERMAN, JR.,
Vice President, Wilderness Society.

IRA M. GABRIELSON,
President, Wildlife Management Institute.

JOSEPH W. PENFOLD,
Conservation Director, Izaak Walton League of America.

Mr. HUMPHREY. I also ask unanimous consent that a letter from Howard Zahniser, executive secretary and editor of the Wilderness Society, be printed at this point in the RECORD, along with a copy of a communication addressed to the Hon. Allen J. Ellender, chairman of the Senate Committee on Agriculture and Forestry, from the Izaak Walton League of America, Inc., signed by Mr. J. W. Penfold, conservation director, also be printed in the RECORD.

There being no objection, the letters were ordered to be printed in the RECORD, as follows:

THE WILDERNESS SOCIETY,
Washington, D.C., June 8, 1960.

HON. HUBERT HUMPHREY,
U.S. Senate, Washington, D.C.

DEAR SENATOR HUMPHREY: Absence from the city prevented my joining with representatives of other conservation organizations in the telegram informing you of endorsement of objectives of the national forest multiple-use bill and reaffirmation of full support of these objectives.

I, too, believe that this bill as passed by the House (including an amendment making explicit the fact that establishment and maintenance of areas of wilderness are consistent with the purposes and provisions of the act) protects total public interest in the natural resources values of national forests.

I, too, join in urging adoption of the measure without further amendment.

The Senate Agriculture Committee in its report on S. 3044 stated clearly that "the enactment of this measure is not considered by this committee as a substitute for proposed legislation now pending before another committee to establish a national wilderness preservation policy and program, the so-called wilderness bill."

This declaration by the Agriculture Committee is an important part of the legislative record of the multiple-use bill and fortifies the supporters of this measure who are concerned with wilderness preservation. As regards the national forests, the multiple-use bill as passed by the House clearly sets forth that wilderness preservation is among the purposes for which the national forests are established by Congress. It does not, of course, preclude consideration of the wilderness bill. Rather it provides an improved and logical basis for including national forest areas in basic congressional legislation setting forth the definitions, procedures, uses, and other particulars of a national wilderness preservation policy and program.

This multiple-use bill as passed by the House would certainly be consistent with wilderness legislation enacted—so far as the national forests are concerned—in accordance with its multiple-use provisions. It may, in fact, be viewed as a step toward more specific wilderness legislation.

For this reason, as well as for the many other reasons related to wise use of our national forests, we are certainly among those conservationists who urge prompt enactment by the Senate of the multiple-use measure as passed by the House.

Sincerely yours,

HOWARD ZAHNISER,
Executive Secretary and Editor.

THE IZAAK WALTON LEAGUE OF
AMERICA, INC.,
Washington, D.C., June 6, 1960.

Re S. 3044; H.R. 10572.
HON. ALLEN J. ELLENDER,
Chairman, Senate Agriculture Committee,
Senate Office Building,
Washington, D.C.

DEAR SENATOR ELLENDER: The House of Representatives on June 2 passed the mul-

multiple-use bill, H.R. 10572, amended so as to conform with S. 3044 favorably reported by your Senate Agriculture Committee. However, the House did add one sentence to section 1 which reads:

"Nothing herein shall be construed as affecting the jurisdiction or responsibilities of the several States with respect to wildlife and fish on the national forests."

The Senate committee made it quite clear in its report that there is no intention whatsoever in the legislation to affect State jurisdiction in wildlife matters. We hope that the Senate will accept this new language as merely stating what has been everyone's intent.

We are fearful, however, that some effort may be made, when this bill comes to the floor on June 7, to delete or seriously modify language placed in the bill by the Senate committee, which reads:

"The establishment and maintenance of areas of wilderness are consistent with the purposes of this act."

Opponents of wilderness do not want Congressional recognition of wilderness as part of the total multiple use pattern of national forest management. We believe strongly that the language now contained in both S. 3044 and H.R. 10572 places wilderness in proper context among other management categories, and neither adds nor detracts from the wilderness program developed by the Forest Service over the past 40 years. Hence this language is most appropriately in the bill and consistent with the intent of the measure. Very importantly, it would give Congressional sanction and approval to the many resource use values of wilderness as part of national forest management for the greatest good for the greatest number in the long run.

We are hopeful that you will support the measure as now amended and resist efforts to weaken it by damaging deletions or modifications.

Sincerely,

J. W. PENFOLD,
Conservation Director.

Mr. HUMPHREY. Mr. President, I also wish to make note of the fact that I have received an additional communication from Mr. H. R. Glascock, Jr., forest counsel of Western Forestry Conservation Association, Portland, Oreg. I do not have the full contents of that message, but it urges adoption of this legislation without further amendment. I ask that fact be noted for the purpose of this discussion.

Mr. President, I again wish to commend the Senator from Wyoming for his pertinent message relating to what he referred to as the one-eyed bookkeeper, whereby, on the one hand, legislation is passed which has a noble purpose, with high-sounding names, and legislation which the administration is acclaiming, while, on the other hand, the sinews, the fuel, the materiel that are needed to make the legislation work, namely, the budget, the appropriations, have been kept at a bare minimum, so that today American forests and the forestry program for the country are in serious jeopardy.

I might add that the passage of the Youth Conservation Corps bill, which was adopted by the Senate, would provide for the employment of some of our young men who are today walking the streets or getting into trouble, many of whom are teenagers. If that bill were made public law, if the other body will take affirmative action on the bill, and if it will be signed by the President, we

can forward the movement of conservation in this country by leaps and bounds and make tremendous progress.

In the meantime, as we pick up the newspapers, we read day after day how our young men are getting into difficulty, how there is a rise in juvenile delinquency. Yet the Congress of the United States and the administration wring their hands and give forth crocodile tears, when a proposed program for youth conservation which would make it possible to put many thousands of our young people in the forests goes unanswered and unmet.

Mr. McGEE. Mr. President, will the Senator yield?

Mr. HUMPHREY. I yield.

Mr. McGEE. Would the Senator agree that the action of the one-eyed bookkeeper to which the Senator has been making reference is a real form of adult delinquency?

Mr. HUMPHREY. I certainly do. I think it represents neglect and waste of public resources. I am afraid this generation and the next generation are going to pay dearly for the neglect and waste of our resources. We have been living off our heritage and accumulated resources.

I have just come back from the forest areas of northern Minnesota, where we dedicated the research laboratory for the Great Lakes experimentation station at the University of Minnesota, at Grand Rapids, Minn. I saw there charts which indicate that the loss, from disease and insects, exclusive of fire, to our timber is greater than that which is occurring in terms of sales of timber. That fact represents a good investment being frittered away. It would be exactly like a merchant who, having an inventory of salable goods, permitted a greater waste, as a result of lack of care of those goods, than he received as a result of sales over the counter of the same goods. I would say that kind of merchant would soon be in a state of bankruptcy or insolvency.

Mr. McGEE. It seems to me that if the one-eyed bookkeeper could see at all, he would see the wisdom of investing in the future of the country. Does the Senator agree?

Mr. HUMPHREY. Oh, yes. However, it is not what one sees, but what one comprehends, that counts, whether he has one eye or two eyes. Some people can comprehend more with one eye than others can with two eyes. Once one comprehends what he sees, then he is in a position to make judgments and outline policies and programs. It is very regrettable that we have not done a better job in the conservation of our natural resources.

Mr. McGEE. I wish to associate myself with everything the Senator from Minnesota has said.

Mr. MORSE. Mr. President, I am delighted to give my endorsement and support to Senate bill 3044, since it in effect applies to all national forests the principle of sustained yield management first put into legislative form in the O. & C. Act of 1937. It was under that law that these lands in Oregon and California, administered by the Bureau of Land Management in the Interior Department,

were dedicated to the forestry principle of sustained yield.

It is certainly desirable that we extend that principle to all forest lands.

I also favor legislative enactment of the principle that national forests should be administered for the optimum public use. The inclusion of "outdoor recreation, and wildlife and fish purposes," along with range, timber, and watershed as the five purposes covered by the term "multiple use," is of the greatest importance to my State.

While it is encouraging that the administration is supporting this measure as part of its heralded "Program for the national forests," it is disappointing that it has not backed up its avowed dedication to the multiple-use idea by requesting the funds necessary to protect and promote each of these uses. I hope Congress will not mistake the label which this bill enacts for the real thing. It is fine to declare a legislative principle and to set forth administrative policy; but we must implement them, too.

In my testimony to the Senate Appropriations Subcommittee on February 19, 1960, I expanded on this point, and I ask unanimous consent to have portions of that statement relating to the National Forest Service appropriations appear at this point in my remarks.

There being no objection, the statement was ordered to be printed in the RECORD, as follows:

STATEMENT OF SENATOR WAYNE MORSE BEFORE DEPARTMENT OF INTERIOR AND RELATED AGENCIES SUBCOMMITTEE OF THE SENATE COMMITTEE ON APPROPRIATIONS ON BUDGETS OF THE FOREST SERVICE AND BUREAU OF LAND MANAGEMENT, FEBRUARY 19, 1960

Mr. Chairman and members of the committee, my testimony today is in behalf of the appropriations for the Forest Service and the Bureau of Land Management, two of the most important of our natural resource agencies. Together, they administer over 500 million acres of public land for the use and development and benefit of the people of the United States.

At the outset, permit me to express my commendation for the enlightened approach the members of this committee have taken in the field of natural resource management. The committee is constantly on the alert to eliminate waste and nonessentials in Government. To that end, over the last 6 years it has reduced the President's spending requests by approximately \$12½ billion. But the Senate Appropriations Committee has also been mindful of the importance of our natural resource assets. It has regularly found ways and means to advance the development of our forest resources by providing needed money for our forest and range-lands.

FOREST SERVICE

Last year, conservationists across this land were heartened by an announcement from the Secretary of Agriculture that he had finally prepared and submitted to the Congress the long-awaited program for the national forests. Conservationists were further encouraged when the Senate Appropriations Committee promptly conducted extended hearings and made provision to put this program into effect at once, despite administration objections. I do not know of anything the Congress could have done that would have more accurately gaged its genuine interest in conservation than the action thus taken.

This year the administration should have followed through by asking for an increase of about \$33 million over last year's forestry

budget. It failed to do this. Even more significant, the budget as submitted provided for only token increases in a few forest programs. It was entirely deficient in nine important categories that formed the very heart of long-term resource development. The increases provided in such items as forest fire protection and structural improvements were minute in relation to the well-known needs. The recreation increase was a watered-down version of a program actually presented to the Congress in 1957. The only increases that were reasonably consistent with the program announced by the Secretary last year were for timber sales and forest roads.

This committee knows that Oregon is the major supplier of timber in the national forest network, accounting for over 40 percent of the total national forest revenues. At least the fiscal 1961 budget request for roads and trails is for the full amount authorized by Congress. This is a long overdue change in policy because it generates needed revenue and will help not only our forest industries but will also assist the Nation in obtaining an adequate supply of timber during the forthcoming year.

Beyond that, the budget request does not reflect a balanced budget in any sense of the term. It is unbalanced because of the deficiencies in reforestation, range, soil and water management, land use, and protection from fire and insects. It does not provide sufficient money to manage our forest assets properly.

A significant example of the unbalanced nature of the budget request is the \$350,000 token increase for structural improvements. There should be \$2 million more available than the \$9.1 million requested if we are going to provide the needed housing for forest personnel. Timber sales, roads, and personnel housing are three interrelated programs. Even more important is the requirement for basic investment in plant facilities such as housing, if we are going to get the right people to stay on the job in the places they are urgently needed.

The House has made an effort to recognize some of the shortcomings in the administration budget, and I was pleased to see the revisions which were provided by the House action. I do not want to sound unappre-

ciative, but I must admit that the action it took was at the expense of the important recreation program and did not include sufficient increases to meet the needs that exist. In the House report it is stated that, "Some increase in Federal expenditures within the next decade will probably be required if the national forests, parks, and other public lands are to continue to be properly maintained and managed."

The increases that are needed are well known to this committee. The need exists today. It will require approximately \$20 million over and above the budget submitted by the President to put into effect the minimum program which his own Secretary of Agriculture, Mr. Benson, last year commended and urged. For my own part, I would have no hesitancy about going all the way with the program submitted last year. It is far too modest and conservative. I would urge that the committee proceed on the basis of the need that exists.

In particular, I wish to endorse the excellent presentation that Senator STENNIS has made on the need for forest research. This is the program Secretary Benson suggested last year but refused to back up with a request for adequate funds. Senator STENNIS has submitted to this committee a comprehensive research program which included the construction of new facilities and the servicing of research needs.

We in Oregon are pleased that there is in the budget \$350,000 for a new forest insect and disease laboratory at Corvallis. I would support this laboratory no matter where it was located, but I wish to assure this committee that the facilities at Oregon State College are excellent and the location of the laboratory at this site will prove a real boon to achieving early and effective results.

I ask the committee to look into the financing plan that has been suggested by the administration for this laboratory. The \$350,000 represents one-third of the money needed for the Corvallis project completion. The budget suggested by the administration would provide for a total of three laboratories at a final cost of about \$2½ million. If we are going ahead with a program of construction, I believe that the funds approved should be in an amount sufficient to assure

the most effective construction at the lowest overall cost.

The committee may wish to give consideration to providing more money for each of these facilities if it should find that a net savings will result. In that event, it would seem wise to provide the entire amount estimated as required for the laboratories—\$2½ million—with instructions to the Department of Agriculture that funds not needed shall not be spent but must be turned back to the Treasury. If it should pursue this course of action, the committee might also wish to give consideration to adding the amount required for the several other laboratories which Senator STENNIS has suggested be constructed. What we are looking for is real economy in construction contracts and since the construction of research laboratories constitutes an investment to preserve our forests, there is no gain in step-by-step financing and construction. An accelerated construction program for these laboratories would bring about earlier realization of the benefits to be derived through the research programs they will conduct.

Mr. MORSE. As I pointed out, the administration should have submitted a budget of about \$33 million more than last year's to carry out its program for the national forests. It did not. The recreation increase was only a fraction of what is needed to carry out the outdoor recreation program initiated as long ago as 1957.

The Congress has been wise to make up, at least in part, these deficiencies of the administration. In the appropriation bill for the Interior Department and related agencies, including the Forest Service, Congress added \$4.75 million more for the Service than was requested. I ask unanimous consent to have appear at this point in my remarks the breakdown showing the relative figures of funds for the Forest Service as requested by the administration and approved by Congress.

There being no objection, the figures were ordered to be printed in the RECORD, as follows:

Department of the Interior and related agencies appropriation bill, fiscal year 1961

[Does not include funds in the pending 2d supplemental appropriation bill, 1960 (H.R. 10743)]

Appropriation title	Appropriation, fiscal year, 1960 (1)	Budget estimate, 1961 (2)	House allowance (3)	Senate allowance (4)	Conference allowance (5)
DEPARTMENT OF AGRICULTURE					
FOREST SERVICE					
Forest protection and utilization:					
Forest land management.....	\$102,265,800	\$88,159,700	\$88,159,700	\$101,495,800	\$92,159,700
Forest research.....	14,526,400	16,332,000	16,332,000	20,545,400	17,332,000
State and private forestry cooperation.....	12,327,800	12,334,800	12,334,800	13,584,800	12,334,800
Total, forest protection and utilization.....	129,120,000	116,826,500	116,826,500	135,626,000	121,826,500
Forest roads and trails.....	28,000,000	30,000,000	30,000,000	30,000,000	30,000,000
Access roads.....	1,000,000	1,000,000	1,000,000	2,000,000	1,000,000
Acquisition of lands for national forests:					
Superior National Forest.....		1,000,000	750,000	750,000	750,000
Cache National Forest.....	50,000				
Special acts (indefinite appropriation of receipts).....	(10,000)	(10,000)	(10,000)	(10,000)	(10,000)
Cooperative range improvements (indefinite appropriation of receipts).....	(700,000)	(700,000)	(700,000)	(700,000)	(70,000)
Total, definite appropriations.....	158,170,000	148,826,500	148,576,500	168,376,000	153,576,500
Total, indefinite appropriations.....	710,000	710,000	710,000	710,000	710,000
Total, Forest Service, Department of Agriculture.....	158,880,000	149,536,500	149,286,500	169,086,000	154,286,500

Mr. MORSE. In short, I heartily endorse the supplemental views on S. 3044 submitted from the Senate Agriculture Committee by five of my colleagues.

Finally, let me say that the Agriculture Committee should be commended for its amendment relating to future legislative action on bills relating to the wilderness areas. The committee report states on page 4:

Wilderness-type areas, of which there are 84 in the national forests, comprising a total of 14 million acres, have been established within the framework of multiple use. The establishment and maintenance of such areas is completely consistent with the purpose and provisions of this bill. The enactment of this measure is not considered by this committee as a substitute for proposed legislation now pending before another committee to establish a national wilderness preservation policy and program, the so-called wilderness bill.

Nonetheless, I believe the committee was wise to make this clear by amendment spelling out that fact. It is my hope that a workable wilderness bill can be produced which will give statutory definition and protection to wilderness areas. Of course, to me, that means the areas should be established by Congress, to be changed only by Congress.

However, we should make clear that this bill in no way changes the status of the present wilderness areas, and I am pleased that this amendment has been added.

Mr. COOPER. Mr. President, I was very glad to support S. 3044 in the Senate Committee on Agriculture, and in the Senate today H.R. 10572, the identical House bill establishing statutory authority for the management of the national forests in accord with the principles of "multiple use" and "sustained yield." The bill declares that it is the policy of the Congress that these principles, which have long been followed administratively in the management of the national forests, are in fact the national policy.

Kentucky has a particular interest in the sound management of the national forests, and in the balancing of all the uses for the greatest good of all the people, because of the Cumberland National Forest which is located in my State.

The Cumberland National Forest in eastern Kentucky crosses nearly the entire width of the State from northeast to southwest, and 1,358,000 acres are within its boundaries. Of this acreage, the Forest Service administers nearly half a million acres. Much of this land is income-producing, and I am informed that in fiscal 1959 timber and other land use returned to the Government about \$270,000—of which 25 percent was paid to the counties as cash payments for schools and roads, and 10 percent was used by the Secretary of Agriculture for roads and trails, so that 35 percent of the gross income was returned to the State. The Cumberland National Forest comprises parts of 17 Kentucky counties, and with its recreational benefits, timber resources and scenic attractiveness is one of the State's great assets.

A great many Kentuckians and Kentucky organizations interested in the na-

tional forests have talked to me and written to me expressing their support for this bill. I was glad to be able to take part in the action of the Senate committee to obtain a bill which has such a wide support, and I am glad it has been adopted by the Congress.

The PRESIDING OFFICER. The bill having been read the third time, the question is, Shall it pass?

The bill (H.R. 10572) was passed.

The PRESIDING OFFICER. Senate bill 3044 will be indefinitely postponed.

EXEMPTION FROM DISTRICT OF COLUMBIA INCOME TAX COMPENSATION PAID TO ALIEN EMPLOYEES BY INTERNATIONAL ORGANIZATIONS

Mr. MANSFIELD. Mr. President, I move that the Senate proceed to the consideration of Calendar No. 1572, Senate bill 2954, and that it be made the pending business.

The PRESIDING OFFICER. The bill will be stated by title.

The LEGISLATIVE CLERK. A bill (S. 2954) to exempt from the District of Columbia income tax compensation paid to alien employees by certain international organizations.

The PRESIDING OFFICER. The question is on agreeing to the motion of the Senator from Montana.

The motion was agreed to, and the Senate proceeded to consider the bill.

Mr. MANSFIELD. Mr. President, I suggest the absence of the quorum.

The PRESIDING OFFICER. The clerk will call the roll.

The legislative clerk proceeded to call the roll.

Mr. MANSFIELD. Mr. President, I ask unanimous consent that the order for the quorum call be rescinded.

The PRESIDING OFFICER. Without objection, it is so ordered.

HOT SUMMER FOR FOREIGN AFFAIRS

Mr. BRIDGES. Mr. President, less than a year ago our optimistic internationalists were applauding the invitation which was extended to Nikita Khrushchev to visit this country. They held his visit as a major breakthrough in the relieving of international tensions.

Certainly no one wants to remove the powder keg from beneath the world situation any more than I, but I did not feel—and I said so at the time—that any good would be gained by Khrushchev's tour here. I am sorry to say that the trend of our international affairs today appears to bear out my position.

This entire matter is outlined succinctly in an outstanding column written by Mr. Constantine Brown which appeared in yesterday's Washington Evening Star. The column, entitled "Hot Summer for Foreign Affairs," is a most interesting analysis of the present-day situation, and I ask unanimous consent that it be printed in the body of the RECORD as a part of my remarks.

There being no objection, the article was ordered to be printed in the RECORD, as follows:

HOT SUMMER FOR FOREIGN AFFAIRS—KREMLIN AND PEIPING EXPECTED TO STIR UP ACTION IN LATIN AMERICA AND FAR EAST

(By Constantine Brown)

The summer of 1960 is likely to be the hottest since 1939. This is the consensus of those who keep their fingers on the pulse of international affairs and includes even perennial optimists who thought that a policy of "be nice and kind to the Kremlin" would pay dividends.

These optimists convinced President Eisenhower that inviting Premier Khrushchev to the United States and agreeing to return the call would greatly improve the international atmosphere. "Let him come here and see our might, our stupendously high standards of living," they argued, "and he will be so impressed that world tensions will be lessened in no time."

Mr. Khrushchev came and saw and decided that America and the Americans had become so soft that they would not attempt to interfere seriously with the goals of international communism. After torpedoing the ill-advised summit conference he embarked on a worldwide campaign of vilification of America and its President.

It is a sad commentary that Mr. Khrushchev received moral support in his destructive campaign from a number of respected Americans. These, because of the traditional right of criticism in a free country, gave aid and comfort to the vile Kremlin boss by their verbal or written statements regarding the U-2 incident. There is no doubt that the incident was badly mishandled by the administration in confessing its guilt. But a modicum of discretion was essential because of the crisis precipitated by the Soviet boss.

Interpretive columns by an influential American political writer as well as utterances of two top Democratic leaders, Adlai Stevenson and Senator KENNEDY, were widely used by the Soviet and Chinese propaganda machines to "prove" to the world the "ineptitude and bad faith" of the American Government.

Ever since June 22, 1941, when the Nazis attacked their Russian confederates, we have been coddling the men in the Kremlin. We spent \$12 billion to support our Red "ally." Yet at no time during the last 19 years have the Red bosses tried to be even polite to us. Throughout these two decades they have been snarling and lying. The Paris incident of last month indicated the beginning of a new active campaign directed at the United States rather than at our West European allies.

The prospective hot summer is not expected to involve West Europe to any extensive degree. The Kremlin, according to the best available information, will act through its Chinese proxy in the Far East and will engage in an extensive propaganda maneuver in Latin America where Fidel Castro, whom we helped establish as Cuba's dictator, intends to make that country a political as well as military base for international communism.

The situation in the Far East is serious. The men in Peiping are convinced that if they move either against Formosa or against South Vietnam, Laos and Cambodia we will be compelled by our commitments as well as by our strategic interests in the Pacific to rush to their support but will not employ our atomic power. They remember only too well the way we acted in the Korean war, when the full intervention of our Air Force was withheld after the Chinese Communist legions began to cross the Yalu River. The Air Force was ordered not to molest them until they were actually in

Public Law 86-517
86th Congress, H. R. 10572
June 12, 1960

AN ACT

74 STAT. 215.

To authorize and direct that the national forests be managed under principles of multiple use and to produce a sustained yield of products and services, and for other purposes.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That it is the policy of the Congress that the national forests are established and shall be administered for outdoor recreation, range, timber, watershed, and wildlife and fish purposes. The purposes of this Act are declared to be supplemental to, but not in derogation of, the purposes for which the national forests were established as set forth in the Act of June 4, 1897 (16 U.S.C. 475). Nothing herein shall be construed as affecting the jurisdiction or responsibilities of the several States with respect to wildlife and fish on the national forests. Nothing herein shall be construed so as to affect the use or administration of the mineral resources of national forest lands or to affect the use or administration of Federal lands not within national forests.

National forests,
management.

30 Stat. 34.

SEC. 2. The Secretary of Agriculture is authorized and directed to develop and administer the renewable surface resources of the national forests for multiple use and sustained yield of the several products and services obtained therefrom. In the administration of the national forests due consideration shall be given to the relative values of the various resources in particular areas. The establishment and maintenance of areas of wilderness are consistent with the purposes and provisions of this Act.

Multiple use;
sustained yield.

SEC. 3. In the effectuation of this Act the Secretary of Agriculture is authorized to cooperate with interested State and local governmental agencies and others in the development and management of the national forests.

SEC. 4. As used in this Act, the following terms shall have the following meanings:

(a) "Multiple use" means: The management of all the various renewable surface resources of the national forests so that they are utilized in the combination that will best meet the needs of the American people; making the most judicious use of the land for some or all of these resources or related services over areas large enough to provide sufficient latitude for periodic adjustments in use to conform to changing needs and conditions; that some land will be used for less than all of the resources; and harmonious and coordinated management of the various resources, each with the other, without impairment of the productivity of the land, with consideration being given to the relative values of the various resources, and not necessarily the combination of uses that will give the greatest dollar return or the greatest unit output.

Definitions.

(b) "Sustained yield of the several products and services" means the achievement and maintenance in perpetuity of a high-level annual or regular periodic output of the various renewable resources of the national forests without impairment of the productivity of the land.

Approved June 12, 1960.

